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Alberta. Co-Terminous Boundary Commission.

Consolidated report.

1953-54

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ACKNOWLEDGMENTS

The Commission expresses its appreciation to: -

The Departments of Education and Municipal Affairs for their valued assistance and co-operation on all matters required, from time to time, by the Commission.

The Department of Lands and Forests (Technical Division) for its assistance in supplying (expeditiously) all maps required.

The Councillors of all Municipal Districts and Trustees of School Divisions contacted, for their co-operation and assistance to the Commission which has made the work possible as well as agreeable.

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O.C. 277/53

Approved and Ordered,

LIEUTENANT GOVERNOR

Edmonton, Monday, March 2nd, 1953.

The Executive Council has had under consideration the report of the Honourable the Minister of Municipal Affairs, dated February 27th, 1953, stating that:

WHEREAS it is deemed necessary and expedient that a Commission be instituted for the purpose of establishing and defining co-terminous boundaries for school divisions and municipal districts; and

WHEREAS the following named persons have been recommended by the Department of Municipal Affairs, the Department of Education, The Association of Municipal Districts and The Alberta School Trustees Association to be Members of the Commission;

W.J. Dick; A.W. Morrison; Dr. A.W. Reeves, J.M. McKay and J.M. Griffiths

THEREFORE, upon the recommendation of the Honourable the Minister of Municipal Affairs, the Executive Council advises that:

1. There be and is hereby established a Commission to be known as THE CO-TERMINOUS BOUNDARY COMMISSION;

2. The Commission shall be composed of, -

   W.J. DICK, Chairman; A.W. MORRISON, Member; Dr. A.W. REEVES, Member; J.M. McKAY, Member, and J.M. GRIFFITHS, Member.

3. The Members shall receive the following per diem remuneration while actively engaged on the work of the Commission,-

   Chairman - $50.00 per diem. Other Members, who are not employees of the Alberta Provincial Government, $40.00 per diem.

   The Chairman and all other Members - $12.00 per diem subsistence allowance and all transportation expenses.

The Executive Council further advises, upon the recommendation of the Honourable the Minister of Municipal Affairs that the duties of the Commission shall be as follows:

1. To establish co-terminous boundaries for school divisions and municipal districts in all that part of the Province that presently enjoys organized local government.

2. The boundaries established, insofar as is possible, to conform to well defined natural boundaries.

3. To determine whether or not all or any part of a presently existing improvement district is to be included in the newly created areas of co-terminous boundaries.

4. To determine whether or not any part of the Special Areas is to be withdrawn therefrom and added to the newly created areas of co-terminous boundaries.

5. To recommend a method for the distribution of the assets and liabilities of school divisions and/or municipal districts where a part of a municipal district and/or a school division is severed from the present existing municipal district or school division.

6. Any other matter relevant to the establishment of co-terminous boundaries.

Ernest C. Manning

CHAIRMAN

D.C. 277/69 (2)

The Executive Council further advises,

Upon the recommendation of the Honourable the Minister of Municipal Affairs that the duties of the Commission shall be as follows:

1. To establish co-terminous boundaries for school divisions and municipal districts in all that part of the Province that presently enjoys organized local government.

2. The boundaries established, insofar as is possible, to conform to well defined natural boundaries.

3. To determine whether or not all or any part of a presently existing improvement district is to be included in the newly created areas of co-terminous boundaries.

4. To determine whether or not any part of the Special Areas is to be returned therefrom and added to the newly created areas of co-terminous boundaries.

5. To recommend a method for the distribution of the assets and liabilities of school districts and/or municipal districts where a part of a municipal district and/or a school division is removed from the present existing municipal district or school division.

6. Any other matter relevant to the establishment of co-terminous boundaries.

Clerk of the Council

FEB 27 '53

Edmonton, Alberta.
February 27th, 1953.

TO: HIS HONOUR

THE LIEUTENANT GOVERNOR IN COUNCIL.

WHEREAS it is deemed necessary and expedient that a Commission be instituted for the purpose of establishing and defining co-terminous boundaries for school divisions and municipal districts;

AND WHEREAS the following named persons have been recommended by the Department of Municipal Affairs, the Department of Education, The Association of Municipal Districts and The Alberta School Trustees Association, to be Members of the Commission:

viz: W. J. Dick; A. W. Morrison; Dr. A. W. Reeves; J. M. McKay and J. M. Griffiths.

NOW, THEREFORE, THE UNDERSIGNED DOES HEREBY RECOMMEND, that:

1. There be established a Commission to be known as

   The Co-terminous Boundary Commission;

2. The Commission to be composed of, -

   W. J. Dick, Chairman; A. W. Morrison, Member; Dr. A. W. Reeves, Member; J. M. McKay, Member and J. M. Griffiths, Member.

3. The Members to receive the following per diem remuneration

   while actively engaged on the work of the Commission,-

   Chairman $50.00 per diem. Other Members, who are not employees of the Alberta Provincial Government, $40.00 per diem.

   The Chairman and all other Members $12.00 per diem subsistence allowance and all transportation expenses.

IT IS FURTHER RECOMMENDED that the duties of the Commission shall be as follows:

1. To establish co-terminous boundaries for school divisions and municipal districts in all that part of the Province that presently enjoys organized local government.

Edmonton, Alberta,
February 27th, 1950.

THE SPEAKER

THE LEGISLATIVE COUNCIL IN COUNCIL.

MR. SPEAKER: It is deemed necessary and expedient that a Commission be instituted for the purpose of ascertaining and defining co-terminous boundaries for school divisions and municipal districts;

AND WHEREAS the following named persons have been recommended by the Department of Municipal Affairs, the Department of Education, the Association of Municipal Districts and the Alberta School Trustees Association, to be Members of the Commission:

Mr. W. J. Glen, K. E. Morrison, Mr. A. W. Dawson, Mr. M. Kemp and J. E. Griffith.

NOW, THEREFORE, BE IT RESOLVED DULY ENACTED MOST HONOURABLE, that:

1. There be established a Commission to be known as

The Co-terminous Boundary Commission;

2. The Commission to be composed of, -

W. J. Glen, Chairman; K. E. Morrison, Member; Mr. A. W. Dawson, Member; M. Kemp, Member and J. E. Griffith, Member.

3. The Members to receive the following per diem remuneration while actively engaged on the work of the Commission, -

Chairman $50.00 per diem. Other Members, who are not employees of the Alberta Provincial Government, $40.00 per diem.

The Chairman and all other Members $12.00 per diem subsistence allowance and all transportation expenses.

IT IS FURTHER RESOLVED THAT the duties of the Commission shall be as follows:

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5. To recommend a method for the distribution of the assets and liabilities of school divisions and/or municipal districts where a part of a municipal district and/or a school division is severed from the present existing municipal district or school division.

6. Any other matter relevant to the establishment of co-terminous boundaries.

Respectfully submitted,

C E Gushart

MINISTER OF MUNICIPAL AFFAIRS.

TABLE OF CONTENTS

		PAGE
I	INTRODUCTION	1 - 3
	Reasons for Appointment of Terms of Reference Personnel of the Commission	
II	BRIEF OUTLINE OF LOCAL GOVERNMENT IN THE PROVINCE OF ALBERTA	4 - 9
	(a) Municipal Administration (b) School Administration	
III	PROVINCIAL ASSISTANCE TO MUNICIPALITIES	10 - 13
IV	WORK OF THE COMMISSION	14 - 27
	(a) General (b) Factors of Importance to the Commission in Establishing Co-Terminous Boundaries (c) Preliminary Draft of a Co-Terminous Boundary Unit	
V	CO-TERMINOUS BOUNDARY AREAS RECOMMENDATIONS	28 - 52
VI	PLAN FOR DIVISION OF ASSETS AND LIABILITIES	53 - 57

LIST OF MAPS

(Names and Numbers are used only for purposes of identification)

Map Number	
1	Bow Island-Foremost Co-Terminous Area No. 2
2	Raymond-Warner Co-Terminous Area No. 3
3	Cardston Co-Terminous Area No. 4
4	Pincher Creek Co-Terminous Area No. 5
5	Crowsnest Co-Terminous Area No. 5(a)
6	Taber Co-Terminous Area No. 6
7	Lethbridge Co-Terminous Area No. 7
8	Nanton-Fort Macleod Co-Terminous Area No. 8
9	Vulcan Co-Terminous Area No. 10
10	Turner Valley-High River Co-Terminous Area No. 11

INTERIM REPORT OF THE CO-TERMINOUS BOUNDARY COMMISSION - 1953

1. INTRODUCTION

In the Province of Alberta the boundaries of Municipal Districts, Improvement Districts, and Special Areas have been set out without any definite relationship to the School Divisions. This results in the overlapping of School Divisions and Rural Municipal Districts. In some cases, a School Division may extend to as many as four Municipal Districts. Similarly in respect to a Municipal District, there is an overlap of School Divisions. It is apparent that these conditions complicate the administration of local government as well as interfere with the rights of the people in respect to local government and administration of school affairs. For example: - Monies raised by local taxes largely determine the services that can be rendered in a municipality, such as roads, bridges, improvements, etc. Also, transportation is an important factor in connection with school locations, attendance areas, etc. Notwithstanding the importance of the above to a parent having children going to school we may have the condition of the parent paying taxes in one municipality and the children going to school in a School Division outside the Municipality.

The purpose of establishing co-terminous boundaries for school divisions and municipal districts was, primarily, to assist in the administration of local governments. This question had been mooted for several years and was brought to a head in 1952. In that year the annual conventions of both the Alberta School Trustees Association and the Alberta Association of Municipal Districts passed resolutions.

favouring co-terminous boundaries for School Divisions and Rural Municipal Districts and requested the Government of the Province of Alberta to appoint a Commission, including representations of the School Trustees Association and the Municipal Districts Association, to formulate a plan for establishing such co-terminous boundaries on a province-wide basis.

On March 2nd, 1953, The Lieutenant Governor-in-Council appointed the Co-Terminous Boundary Commission and set out, by Order-in-Council No. 277/53 the following duties of the Commission:-

1. To establish co-terminous boundaries for school divisions and municipal districts in all that part of the Province that presently enjoys organized local government.
2. The boundaries established, insofar as is possible to conform to well defined natural boundaries.
3. To determine whether or not all or any part of a presently existing improvement district is to be included in the newly created areas of co-terminous boundaries.
4. To determine whether or not any part of the Special Areas is to be withdrawn therefrom and added to the newly created areas of co-terminous boundaries.
5. To recommend a method for the distribution of the assets and liabilities of school divisions and/or municipal districts where a part of a municipal district and/or a school division is severed from the present existing municipal district or school division.
6. Any other matter relevant to the establishment of co-terminous boundaries.

The appointments to the Commission were: W. J. Dick, Chairman, J. M. Griffiths, J. M. McKay, A. W. Reeves and A. W. Morrison.

In accordance with the recommendation of the Alberta School Trustees Association and the Alberta Association of Municipal Districts, J. M. Griffiths, Trustee of the Foremost School Division, was appointed as the nominee of the former Association and J. M. McKay, Councillor of the County of Vulcan as the nominee of the latter.

In respect to the other members of the Commission, - A. W. Morrison, Chief Municipal Inspector of the Department of Municipal Affairs is a nominee of that Department. Dr. A. W. Reeves, High School Inspector, is the nominee of the Department of Education. The Chairman, W. J. Dick is a consultant Professional Engineer (Alberta).

The Commission appointed Cyril Pyrch, Superintendent of Schools for the Department of Education, to act as Executive-Secretary to the Commission.

II. BRIEF OUTLINE OF LOCAL GOVERNMENT IN THE PROVINCE OF ALBERTA

(a) Municipal Administration

Although there was a form of rural local self-government, municipally speaking, in the Province of Alberta prior to 1912, the present municipal districts evolved from the passing of The Rural Municipality Act in 1912. The rural municipalities at that time were, generally speaking, a nine-township square area. The powers, rights and privileges given to the rural municipalities of that day were substantially the same as those of the present day municipal districts. At the same time there were, also, local improvement districts, administered by the Department of Municipal Affairs, which were areas not considered to be sufficiently developed to afford the same standard of service as that given in a rural municipality.

Few changes in area of rural municipalities were made until the process of enlargement of municipal districts began in 1942. However, between 1912 and 1942, new municipal districts were formed and some were dissolved. Beginning with the year 1928 many in the drought area became a part of the Special Areas. Prior to enlargement in 1942 there were 143 municipal districts in the Province. By a gradual process of enlargement the municipal districts now are 53 in number plus 4 counties. Of the 53 municipal districts in existence to-day, nine of them have not been subject to enlargement. To complete the rural government organization, there are also 54 Improvement Districts and three Special Areas.

A further evolution in rural local self-government took place in 1950 with the passing of The County Act. The first two counties were formed in 1951. Briefly stated, the counties are an alternative form of local self-government, with the functions of a muncipal district and a school division being combined into one administrative unit.

The municipal districts are governed by an elected council, who administer a variety of services, the major one being that of providing roads. It levies and collects all local government taxes to finance its own services and those of special function districts, such as municipal hospital districts and school divisions.

The improvement districts are administered by the Department of Municipal Affairs and are, generally speaking, situated in areas of the Province where the economic development has not progressed sufficiently for them to provide the high standard of service demanded in a municipal district.

The Special Areas consist of municipal districts and improvement districts that were dissolved during the drought period of the 1930's due to inability to carry on financially. The Special Areas are similar in nature to improvement districts, with the major difference that they are administered by a Special Areas Board of three members, under the control of the Department of Municipal Affairs.

(b) School Administration

In 1952 the Department of Education reported the number and types of school organization as follows:

Divisions and Counties	58
Non-Divisional or Independent School districts:	
(1) Consolidated	18 *
(2) City	7
(3) Town	24
(4) Village	18 *
(5) Rural	35

* The number of independent village school districts has been reduced to 13 and two more consolidated districts have joined Divisions.

Divisions and Counties: The large unit of School Administration was introduced into Alberta in 1937 when eleven divisions were organized. In the next five years this number was increased to fifty with seven-eighths of the school districts in the province being part of a Division. At first the divisions consisted entirely of rural districts but they were gradually enlarged to include town, village and consolidated districts. The School Act made provision for the latter to enter a division upon terms to be agreed upon with the Divisional Board. A Division, then, consists of a number of school districts, the majority of which are rural districts.

The responsibility for administering the division is placed in the hands of an elected Board of Trustees, usually five in number,

each of whom represents a part of the Division known as a sub-division. The board of each local district continues to function for the purpose of keeping the Divisional Board informed concerning the needs and conditions in the local district.

The Divisional Board is given the full responsibility of staffing the Schools of the Division and of financing their operation. It appoints the teachers, assigns them to their schools, pays their salaries and terminates their contract when necessary. The Divisional Board is also responsible for determining attendance areas, van routes, the erection of buildings and the furnishing of the schools. It must also draw up an annual budget showing the amounts of money it proposes to use for each class of expenditure and requisition the collecting authority for the amount required. The collecting authorities under the divisional system are in all cases the municipal councils. In Improvement Districts the Department of Municipal Affairs assumes this duty.

The Minister of Education appoints a superintendent for each division so that the Board of Trustees may have professional assistance in the discharge of its duties. In 1952 six of the 52 Superintendents worked with two Divisional Boards. The Superintendent also acts as an inspector of schools in those non-divisional schools in his inspectorate. An inspectorate usually includes a division and the independent schools within or adjacent to the division. He usually functions from the Divisional Office where the business of the unit is conducted under the guidance of a full time secretary-treasurer.

In 1950 the County Act was passed and at present four counties

have been formed. Under the Divisional system of school organization the schools are operated independent of the municipalities and the boundaries of a division do not correspond with those of a Municipal District. Since the county system of local government amalgamates the functions of School Divisions and Municipal Districts, it follows that the areas are co-terminous. In this alternative form of local government the function of school administration as prescribed for the Divisions is performed by the County Council and the School Committee.

Non-Divisional Schools

(1) Consolidated Districts - A consolidated district is composed of two or more non-divisional school districts, each of which has an elected representative on the Board of Trustees. This type of School District was introduced in Alberta in 1913 and reached its peak in 1918. Generally these schools were of two types: (a) Some were organized to make high school available in the country and (b) others merely united school districts with insufficient pupils. The importance of the consolidated district decreased with the growing interest in the large unit of administration.

Today 16 consolidated districts are in existence and 25 have been amalgamated with contiguous divisions.

(2) Cities - Each of the seven Alberta Cities has its own school district which is administered by an elected school board. While not called divisions they, for all practical purposes, may be classified as large administrative units.

(3) and (4) Towns and Villages - In Alberta today there are 24 towns and 13 villages each with its own local school board. In 1952 the Department

of Education reported that 34 towns and 81 village school districts had been included in Divisions. This trend is natural as many of the town and village school districts are logical centres for school consolidations for the adjacent divisional districts.

(5) Rural Districts - The independent rural districts are found in areas that are not conveniently situated to permit of their inclusion within a Division or County.

III PROVINCIAL ASSISTANCE TO MUNICIPALITIES

Financial assistance to Municipalities has been dependent on the total income of the Province. In 1935-36 the total income of the Province amounted to a little over 16½ million dollars and the grant to schools alone was one million four hundred and fifty thousand dollars. In 1946-47 the income of the Province had increased to over 42½ million dollars, and the school grant to $3,700,000. In 1953-54 the total income has been estimated at nearly 138½ million dollars and the following table summarizes the direct and indirect financial aid provided for municipalities and other local authorities for the ensuing year and for the year previous:

	1953-54	1952-53
Education		
School Grants	$11,617,000	$ 9,870,000
Grants to Teachers Retirement Fund	650,000	565,000
Capital Construction Grants under The School Building Assistance Act.	2,700,000	2,000,000
	$14,967,000	$12,435,000
Public Health		
Grants for Hospitalization	$ 3,645,000	$ 2,606,000
Hospital Construction Grants	500,000	500,000
Grants for Health Services.	58,000	58,000
	$ 4,203,000	$ 3,164,000
Highways		
Grants for roads in Municipal and Improvement Districts	$ 5,625,000	$ 3,880,000
Grants for bridges.	1,600,000	800,000
	$ 7,225,000	$ 4,680,000
Lands and Forests Department		
Refunds to Municipalities for Grazing leases	$ 200,000	$ 200,000
Treasury Department		
Grants to Municipalities under Crown Properties Grants Act	$ 50,000	$ 30,000
Municipal Assistance Act.	7,385,000	5,991,000
	$ 7,435,000	$ 6,021,000
Total Direct Financial Assistance	$33,830,000	$26,500,000

In recent years municipal assistance has increased rapidly both by direct and indirect financial assistance. In 1951 the Government reduced from 40 per cent to 25 per cent the amount which the local authorities are required to provide for road construction purposes in order to qualify for the provincial road construction costs. In the same year the Province assumed in whole or in part, certain Public Welfare services, the cost of which was formerly borne by local taxpayers. This amounted to about $2,600,000 in 1951. Under the School Borrowing Assistance Act, Capital Construction Grants were increased from 12½ per cent to 20 per cent of the total approved borrowings of a school district or division. A further 10 per cent of such approved borrowings is available from the fund as an interest free loan and the Province guarantees interest payments of the remaining 70 per cent. This Act has been replaced by The School Buildings Assistance Act, 1952.

(a) This Act provides for a grant of 25 per cent of the approved construction cost.

(b) Construction loans from the School Land Trust Fund by debentures at 3½ per cent up to 40 per cent of the approved construction cost.

(c) The remaining 35 per cent to be borrowed in the open market and the interest to be guaranteed by the Province for the life of the loan; also the Province to finance this loan if public borrowing exceeds 5 per cent.

For the year an additional $5,000,000 has been allotted for the Self Liquidating Projects Act which together with the new municipal Borrowings Revolving Fund of $25,000,000 will total $30,000,000 more than was available a year ago for municipal capital borrowings. This amount provides for all necessary municipal capital borrowings during the year and savings

to municipalities on interest charges and monies advanced under these two Statutes and the School Lands Trust Fund will be approximately $1,200,000 per year.

The total real property assessments of all municipalities at December 31, 1952 equals $872,239,063 from which was secured $46,027,025 as tax levy or the equivalent of 52.77 mills.

To Summarize: - Provincial grants, direct and indirect, in 1953, based on the 1952 tax levy was equivalent to: -

Education	17.159 mills
Public Health	4.819 mills
Highways	8.283 Mills
Lands and Forests	.229 mills
Treasury	8.529 mills
Public Welfare	3.000 mills
Interest	1.380 mills
TOTAL	43.399 mills

In other words of the total monies required by all municipalities 52.77 mills are secured by property assessments and the equivalent of 43.399 mills from Provincial Grants.

The increased Municipal Assistance has been predicated on three major premises :

1. "It is essential to the good and welfare of our people and to the progress of our Province generally that municipal and other local governments be assured sufficient financial resources to properly discharge their responsibilities without resorting to oppressive taxation and/or excessive borrowing".

2. "The costs of local governments have increased rapidly during recent years and in many cases have reached a level which cannot be maintained within the framework of their presently available local sources of revenue without inviting serious consequences".

3. "Increased provincial financial assistance to local governments should not be provided merely to make possible still greater local expenditure but should be used, at least in part, to afford an actual easement in the heavy burden of taxation presently borne by ratepayers in municipalities, Improvement Districts and Special Areas".

The Government's municipal assistance program recognizes these basic factors and has been designed to meet, as far as possible, the present obvious requirements.

* Budget Speech of Hon. Ernest C. Manning, March 5th, 1951.

Further in the 1953 Budget Speech, page 22, under Municipal Assistance Premier Manning states "Honourable Members will have noted that throughout the budget proposals particular emphasis has been placed on measures to improve the financial position of municipalities and extend to municipal ratepayers the benefit which has accrued to the Province through the Government's policy of securing for the people as a whole an equitable share of the proceeds from the development of their natural resources".

Nothwithstanding the increased grants and indirect assistance provided by the Province, the municipal needs continue to grow and were it not for this assistance it would not be possible for municipal and other local governments to properly discharge their responsibilities without resorting to oppressive taxation and/or excessive borrowing.

IV WORK OF THE COMMISSION

(a) General

At the outset the Commission realized the extent of its duties. It was apparent that in order to establish common boundaries for School Divisions and Municipal Districts on a Province-wide basis, the work would require a detailed study of many factors affecting each area, and that to do the job thoroughly would require considerable time.

It was felt that since the work was so important and since the result would be in effect for an extended time, every effort should be made to establish co-terminous boundaries that would be best workable from Municipal and School Administration standpoints.

It was evident that nothing would be gained by the Commission holding hearings with the interested bodies in the local centers unless a pre-conceived plan had been prepared. Accordingly, a thorough study had been made of each area in question and a draft containing the Commission's findings has been prepared for submission.

Further, the problems of administration of Municipal Districts and School Divisions are numerous and somewhat technical in character and can only be solved by being understood.

The Commission, therefore, deemed that the following policy be adhered to as much as possible:

(i) That an office be established in Edmonton under the charge of an executive secretary.

(ii) That all the necessary maps and data be prepared for the study of the Commission.

(iii) After an area, with contiguous districts, has been set up with a suggested co-terminous boundary for a municipality and its corresponding school division, that the Commission then discuss its findings by hearings with the Reeve and Councillors of the Municipal District in question, and with the Trustees of the School Division.

The Commission, in every case, studied the following factors before setting out a provisional draft plan for submission for discussion to the Municipal Councillors and Divisional School Trustees.

(1) Nature of the terrain, such as major rivers, lakes, coulees, mountains, etc.

(2) Nature of production from the soil such as from: -

Grazing
Field Crops
Irrigation
Mixed Farming
Lumbering, etc.

(3) Assessments and ability to pay for services required.

(4) The size of an area for administration from a school and municipal point of view.

(5) Independent Consolidated, Town and Village School Districts.

(6) School Attendance Areas.

(7) Community Factors.

(b) Factors of Importance to The Commission in Establishing Co-terminous Boundaries

The following are brief notes on each of these factors in relation to the establishment of Co-Terminous Boundaries for Municipal Districts and School Divisions:

(1) Physical Features: The main physical divisions of Alberta are: The Rocky Mountains, Foothills and Prairie areas. The Rocky Mountains extend north and south from the United States border and form part of the western boundary of the Province. It has no direct effect on the problem except that it forms the source of great rivers that flow across the Province and by conserving the run-off these waters can be used for irrigation purposes.

Bordering on the Rocky Mountains is the Foothills area. The character of the Foothills area, lying between the mountains and prairie areas, varies, giving rise to many problems in respect to schools and municipal government. In general, the area is sparsely wooded in the south but more heavily forested in the north. The area has an uneven topography and has only small areas suitable for agriculture. Muskeg areas are more prevalent as one goes northward. Ranching is carried on, particularly in the south. While agriculture can never cover extensive parts of this area, nevertheless, after the brush and small trees are removed there are many places where farming and ranching can be carried on. Settlement within this fringe area presents a problem in respect to roads and schools. The Commission will be faced with this problem more and more as it proceeds northward with its work.

The nature of the co-called prairie area is generally flat.

It is sparsely wooded in the south and more extensively wooded as one moves northward. It is heavily trenched by great rivers that flow easterly and north-easterly across the Province. The rivers present transportation problems and in many cases form natural boundaries for municipal districts; similarly in respect to deep and extensive coulees.

(2) Nature of Production from the Soil

The nature of the production of the soil largely determines the value of the crop and the value of the crop, in turn, determines the value of the assessment of the land. The value of the assessment is a measure of the services that can be rendered to the community under local government. The services required are also dependent upon the nature of the type of farming. In the case of large grazing areas, these are areas of low assessment and at the same time do not require expensive services such as a network of roads. Furthermore, as the population is small, the cost per unit of area is less than in the more settled portions. These conditions of less services permit the establishment of larger areas of co-terminous units than would otherwise be the case. In the case of intensive farming, such as irigation, the reverse is the case. Field crops and mixed farming areas occupy an intermediate position.

Enough has been said to point out the value of a study of the nature of production in respect to the establishment of co-terminous units. While it may seem desirable that a unit embrace only one type of production this was found to be impossible. On the other hand it was deemed advisable, in many cases, to include a portion of areas of low assessment with areas of high assessment in order to provide better services both from school and municipal standpoints, to a greater number of the people of the province.

(3) Ability to pay for Service Required

The Commission, in proposing co-terminous areas also considered the matter of local ability to pay for school and municipal services, a factor which has a somewhat different significance to school and municipal authorities.

Most school divisions have been established in areas wholly under municipal government. However, some have been established in areas in which only a part has municipal government and still others exist where there is no municipality. Wherever municipal government has not been introduced it is assumed that the area cannot, or is reluctant to assume the responsibility for local municipal administration even though local government for schools is deemed essential. The formation of school divisions in such marginal territory is based on the requirement of the Province that every child shall have an opportunity for education, a condition made possible by a type of school support that stresses the equalization principle. Even so, it cannot be assumed that "ability to pay" is not an important factor in the divisions. The introduction of the large school unit was predicated on the assumption that a combination of school districts, rich and poor alike, would assist in the solution of the rural school problems, one of which has always been finance. This balancing of the ability to pay among divisions through equalization grants and the formation of divisions themselves have been the province's way of providing each rural child an opportunity for education.

In a similar manner the formation of larger municipal units has brought about equalization within each municipal area but, because equalization grants play a minor part in the scheme of municipal assistance, municipal self-government in marginal areas may become prohibitive.

Wherever the ability to pay is low, local government, both school and municipal, is an expensive privilege and responsibility. It is most obvious in the case of municipalities. But an examination of divisional mill rates shows that the modest program guaranteed by the province's system of school support is available in marginal areas at relatively high cost. As a result this factor of "ability to pay" ranks high in the thinking of school as well as of municipal authorities.

It is obvious, as the Commission's work moves northward, it will become increasingly difficult to propose units with a broad tax base and still give due consideration to the other factors basic to good administrative units.

(4) Size in Relation to Administration

Schools

When the divisional organization was introduced, size was determined, in all but a few instances, by the number of classrooms that one superintendent could be expected to supervise with reasonable efficiency. This measure of size is one often used in the literature of school administration. Research indicates that there is no one best size of a unit but there is a minimum below which it becomes uneconomical to administer and operate an adequate educational program. In Alberta the number of teachers which one superintendent can supervise could be a reasonable guide in determining the minimum size. This of course varies with the type of schools operated and the density of the population. For instance, the more one room schools, the fewer rooms one can supervise. As an approximate guide in the matter of number of teachers the commission concluded that 50 teachers should constitute a minimum. Should the number of teachers exceed the reasonable supervisory load for a superintendent in a unit which otherwise meets the criteria of a sound co-terminous area, the solution is relatively simple. The superintendent should be given assistance.

In its discussions on size in relation to schools the commission was of the opinion that the unit should be: -

1. An area with a sufficient number of pupils so that educational services essential to a well balanced elementary and secondary program can be maintained economically.
2. An area sufficiently large to provide challenging opportunities in educational leadership. As a minimum a teaching staff of 50 is suggested.

3. An area sufficiently cohesive that citizens can feel a sense of responsibility for the educational program provided.
4. An area that will coincide as far as possible with natural community boundaries.
5. An area sufficiently large to make economical use of the funds spent for general control.
6. An area that will contain sufficient assessed valuation and tax paying capacity to carry its share of the school program under a reasonable system of provincial aid.

Municipal

In considering what should be an ideal size of a co-terminous area from a municipal point of view, the commission was faced with the fact that no pattern existed in the past, either in the Province or in other areas where studies have been made, as to the ideal size of a municipal district. In any event, the commission became of the opinion that due to the very diverse conditions in this Province that a formula to establish an ideal size would not be feasible. To illustrate, in the southern prairies, where large-scale wheat farming and cattle raising predominates, the population in one particular municipal district averaged only 43.1 persons per township, the land assessment per acre was only $4.56 and the total land assessment per township was only $63,306. The average number of miles of road opened and in use was only 20.8 per township. As a comparison, in a muncipal district in the central part of the Province, where mixed farming predominates, the population per township was 268, the land assessment per acre was $13.44 and the total land assessment per township was $291,392. The average number of miles of road opened and in use was 44.1 per township. The examples given are extremes, but indicate that a uniform size is not possible nor feasible.

Factors such as the above were considered in establishing co-terminous areas. The Commission was aware, however, that mere consideration of statistics alone was not the only criterion in proposing co-terminous areas. It was felt that areas should not be so large that interest in local government would suffer.

GOVERNMENT OF ALBERTA
CLASSIFICATION

On this point the Commission was guided by the fact that the size of a unit could be considerably larger than the nine township unit of 1912, when one considers the methods of transportation now in use. The development of roads and the speed of transportation means that one can reach the outermost limits of the co-terminous areas proposed within an hour or two. It is unlikely, then, that the factor of size alone will diminish interest in local government. The Commission is of the opinion, therefore, that the size of the co-terminous areas proposed will not affect to any appreciable extent interest in local government affairs.

The primary function of a municipal district is the direction, control and management of roads under their jurisdiction. The Commission feels that municipally speaking, the co-terminous areas should be sufficient in size and resources to warrant the purchase, maintenance and operation of a complete line of road machinery and to plan and carry out the construction and improvement of a good road system. The economy and culture of the rural areas is every day becoming more dependent on a network of good, all weather roads.

The construction and improvement of roads that will meet the present day demands of high speed and heavy traffic requires complex and highly expensive types of road machinery. This suggests that it would be only sound management for a municipal district to employ highly trained personnel to manage their roads. The Council, of course, would formulate policy at all times.

The co-terminous areas proposed are such that a development of this nature can be readily undertaken.

(5) Non-Divisional Schools (Independent Districts)

At the time of the formation of school divisions, consolidated, village, town and some rural districts were not included as they probably represented the natural communities of that time. With the improvement of roads, the expansion of motor travel and the subsequent school centralization movement, many of these independent districts have tended to become centers of a larger community. The authorities of the School Division and the non-divisional schools frequently concluded that centralization was of mutual advantage and that the problem of cost could be covered by tuition fees. So long as additional pupils could be absorbed without further capital expenditure this proved to be an easy solution. Eventually, however, many of the boards realized that a more effective solution would be for the independent district to join the division. In this way capital costs were borne by the proper authority and the way was prepared for better co-ordination of school services. The extent to which inclusions have taken place has already been shown. This trend appears both logical and desirable.

In considering the relationship of the independent district and the Division, an effort was made to include the independent district and its natural community wholly within the boundaries of a propose co-terminous area. This involved no problem except in cases where the non-divisional school lay between two proposed areas. The underlying principle behind this decision was that, in most instances, all districts included would eventually be a part of a large unit.

(6) School Attendance Areas

An attendance area is a geographic area from which children attend a school. Thus a School Division is an administrative unit composed of a number of contiguous attendance units. In Divisions the original attendance area was the one room rural school district. While this condition exists in many instances to-day, an entirely different type of attendance area is found where schools have been centralized. This development commonly referred to as a "centralization" is usually built around a community center and includes a number of the original school districts in entirety or in part, depending upon roads, markets, etc. Wherever these centralizations have been established new buildings are eventually erected at considerable cost and a definite pattern of community life is developed. In proposing boundaries the commission has been careful not to cut across sound attendance areas. Unless this policy were followed the primary control of the schools would not reside in the hands of the groups served.

In those parts of the province where centralization has not taken place, the commission is faced with the task of proposing boundaries that respect community ties and lay the basis for sound school organization when conditions are favourable. This will involve a study of roads, the type of soil, the general topography of the country as well as the possibilities of growth or future change in population.

(7) Community Factors

In proposing boundaries the Commission was also cognizant of the relationship that exists between sound co-terminous areas and such factors as railroads, provincial highways, district roads, market centers, etc. Furthermore, since any co-terminous area is an amalgamation of a number of interrelated communities, care was taken to consider the geographic boundaries in relationship to the major interest of the people.

Since the Commission has to deal with the problem of boundaries in relation to the entire Province, its task is somewhat different from that which any local municipality or school division would have in recommending a co-terminous unit. The commission has the additional and very significant task of proposing many units, each of which must harmonize the principles and factors outlined above. Thus while an existing municipality or school division may feel that its own unit is satisfactory for both school and municipal purposes or could be made so with some minor adjustments, such a proposal is rarely made with the total picture clearly visible. By having drawn up boundaries in accordance with basic criteria, the Commission has been able to feel reasonably confident of its own initial proposals and to place them before the local governing bodies concerned in a light which makes objective discussion possible.

(c) Preliminary Draft of a Co-Terminous Boundary

The first problem presented to the Commission was where to start. After due consideration the Municipal District of Pincher Creek was selected because the Forest Reserves bordering the Rocky Mountains formed a natural west and south-west boundary. The east boundary was more or less determined by tributaries of the Belly River and the Blood and Peigan Indian Reserves. The most important factor, however, was that the Municipal District and the School Division were nearly co-terminous.

After establishing this area the Commission worked eastward and the Belly River was a considerable factor in respect to the northern boundary of municipalities lying to the south. After considering all the factors outlined formerly, the Commission formulated what was considered to be the best plan for a co-terminous area. In every case the Commission met with and discussed the plan with the Municipalities and School Divisions concerned. Written suggestions were asked for and the Commission considered them at subsequent meetings. In many cases the Commission amended the plan to conform with the suggestions where local knowledge offered a better solution.

The Commission kept a record in its Minutes of all meetings.

V CO-TERMINOUS BOUNDARY AREAS RECOMMENDATIONS

The Commission recommends the following co-terminous areas which are in accordance with the Terms of Reference set out in Order-in-Council No. 277/53. The Commission has set these out after careful detailed studies had been made in every case.

It will be noted that only a portion of the Province has been covered in this interim report but the recommendations are made at this time, as a progress report, so that action may be taken immediately if deemed desirable by the Government, to prevent interruption of services in areas that may be transferred from one municipality to another.

Maps of each co-terminous area are attached and the unit is that portion included inside the heavy black line.

Many changes in boundaries have been made and there will be many more through the work of the Commission. As the last general assessment of municipal districts and improvement districts throughout the Province was made in 1945, it is recommended that in order to provide a fair and equitable tax base in the co-terminous areas that a general assessment of lands, buildings and improvements be undertaken in each co-terminous area as it is established.

BOW-ISLAND - FOREMOST CO-TERMINOUS AREA NO. 2

This proposed co-terminous unit primarily contains the M.D. of Bow Island No. 13 and the M.D. of Burlington No. 2. From the school point of view, it includes only the greater portion of the present Foremost School Division. On the north, this unit has a natural boundary of the South Saskatchewan River; on the south, the United States border.

The proposed western boundary follows pretty well the boundaries of the Municipal Districts of Bow Island and of Burlington. However, due to established school attendance areas, some adjustments in the present municipal boundaries had to be made in the south-west corner. The whole of the Masinasin centralization, including the Lucky Strike area, was attached to the Raymond-Warner proposed unit. On the other hand, the three border townships in ranges 10, 11, and 12 were considered wholly as forming another school attendance area and were left in the above proposed co-terminous area.

To the east, the area around Seven Persons was considered more tributary to Medicine Hat and was therefore left out of this proposal. Also, a strip of land containing about three and a half townships around Manyberries was taken from I.D. 1 and included in the newly proposed area of municipal and school local government.

In this co-terminous area the Foremost School Division has been reduced in size. The school districts contiguous to Milk River and to Coutts together with the whole Masinasin attendance area have been taken out and now form part of the Raymond-Warner Unit.

Most of I.D. No. 1 was left out of the proposed co-terminous unit since it can not support local municipal government. A number of school districts in the Cypress Hills were considered more tributary to Medicine Hat and will be added to the Medicine Hat School Division.

This area is one of sparse population. It is therefore large in terms of townships and probably approaches the maximum size for municipal administration. On the other hand, it constitutes a minimum with respect to the number of teachers or classrooms for effective school administration. But at the same time it could absorb any increase which may come from irrigation developments in the area.

The following approximate data pertain to the area:

Number of Teachers	53
Pupil Enrollment	1,075
Number of Townships	81
Population - 1951 Dominion Census	4,008
Total Assessment for Municipal purposes	$6,443,450

The council members were in general agreement and had anticipated the merging of the two municipal districts into one co-terminous area with the Foremost School Division. Members of the Foremost Divisional Board were in agreement with the proposal.

The attached map shows the boundaries proposed for co-terminous area No. 2.

RAYMOND - WARNER CO-TERMINOUS AREA NO. 3

This co-terminous proposal is made up of and includes all the area which is tributary to the two towns, Raymond and Warner. With some adjustments in the south-east, it comprises the whole of the M.D. of Warner No. 4 and part of the M.D. of Sugar City No. 5. From the standpoint of school administration this is a newly created area. It includes part of the St. Mary's River School Division No. 2, the south-east portion of the Lethbridge School Division No. 7 and the south west portion of the Foremost School Division No. 3. This new area for school administration is, therefore, made up of contributions from three school divisions, and also includes the independent school districts of New Dayton, Raymond, Galt and Milk River. In setting up this new unit, school attendance areas tributary to Raymond and Warner were considered. Also in withdrawing areas from a School Division, the Commission was careful not to cut through presently established school attendance areas or centralizations. Accordingly, the entire Masinasin attendance area was included in this Raymond-Warner proposal.

A highway and a railway run practically through the middle of this proposed area creating advantages for service and communication. The Sterling Lake and Chin Lakes with coulees form part of the natural boundary to the north. The Milk River, in part, together with the U.S. border forms a natural boundary to the south.

The following facts and figures were used in determining the co-terminous area and in reconciling school and municipal services:

Approximate data on Schools

	Teachers	Pupils
From Lethbridge School Division	18	433
From Foremost School Division	11	239
From St. Mary's River School Division	3	112
	32	784
Non-Divisional (Raymond, Galt, Milk River, New Dayton)	52	1,289
Total	84	2,073

While the number of divisional classrooms is below that previously described as a suitable minimum, the interest shown by some of the independent districts of the area in inclusion suggests that the number will likely be increased in due time.

Number of Townships 42.3

1951 Dominion Census 5,337.

Adjustments in improvements and personal property and additions of assessments from independent towns and villages gives the area a total school assessment of well over $11,000,000 and an ability to pay of about $130,000 per class room.

As statistics are not available to determine the assessment of improvements and of personal property, where a municipal district is not taken in wholly in a co-terminous area, it is impossible to accurately determine the total assessment for municipal purposes. However, the assessment of land only for the proposed co-terminous unit is around $7,886,000.

Meetings were held with the municipal and school bodies concerned. Their representations were carefully considered in the light of the whole picture and the neighboring areas.

The attached map shows the boundaries of the proposed Raymond-Warner Co-Terminous Area No. 3.

Recommendation with respect to Raymond School District No. 700

In determining the western and northern boundary of Co-terminous Area No. 3 where it coincides with the boundary of the independent Raymond School District No. 700, the Commission is recommending the following transfer of land in school districts:

From S.D. No. 620 to Raymond S.D. No. 700

In Township 4, Range 21, West of the 4th Meridian
East half of Section 34
In Township 5, Range 21, West of the 4th Meridian
East half of Section 3

From S.D. No. 825 to Raymond S.D. No. 700

In Township 6, Range 21, West of the 4th Meridian
North-East $\frac{1}{4}$ Section 15
South-East $\frac{1}{4}$ Section 21

From S.D. No. 4132 to Raymond S.D. No. 700

In Township 6, Range 21, West of the 4th Meridian
East half of Section 35, Section 36
In Township 6, Range 20, West of the 4th Meridian
Section 31
In Township 7, Range 21, West of the 4th Meridian
Section 1
In Township 7, Range 20, West of the 4th Meridian
Sections 5 and 6

From S.D. No. 4295 to Raymond S.D. No. 700

In Township 7, Range 20, West of the 4th Meridian
North half of Sections 1, 2, 3, 4.

From S.D. No. 647 to Raymond S.D. No. 700

In Township 7, Range 20, West of the 4th Meridian
South-East $\frac{1}{4}$ Section 1.

From Raymond S.D. No. 700 to S.D. No. 620

In Township 5, Range 21, West of the 4th Meridian
West half of Sections 22, 27, 34
In Township 6, Range 21, West of the 4th Meridian
West half of Section 3.

From Raymond S.D. No. 700 to S.D. No. 825

In Township 6, Range 21, West of the 4th Meridian
North-West $\frac{1}{2}$ Section 23.

The total effect of the above transfers to Raymond S.D. No. 700 is a gain of seven sections of land.

CARDSTON CO-TERMINOUS AREA NO. 4

This proposed co-terminous unit comprises the present Municipal District of Cochrane No. 6 and part of the Municipal District of Sugar City No. 5. It contains part, but not all of the St. Mary's School Division No. 2. It is bounded on the south by the U.S. border, on the west by the Waterton Park and the Waterton River, on the north by the Blood Reserve boundary as well as by the Belly River. On the east, the Pothole Creek and Coulee form a natural boundary leading off from the Reserve, after which a boundary line has been determined to include all the area tributary to Magrath and Cardston leaving out the area that is tributary to Raymond. This area will form part of the Raymond-Warner Co-Terminous proposal.

In this unit Cardston appears a logical and natural centre from the point of view of markets, roads, community ties and services, communication, etc.

The following facts and figures apply to this unit:

From a Municipal standpoint:-

Number of Townships	41 (Exclusive of the Indian Reserve)
1951 Dominion Census	5,998
Total Assessment	$8,392,000 (approximately)

From a School standpoint:-

Number of Teachers	111
Number of Pupils	2,480

While the supervisory load is heavy, this can be easily adjusted by providing assistance in this department.

Representations were heard and considered from the Councils

of the M.D. of Cochrane from M.D. of Sugar City and from the members of the St. Mary's School Division. There was general agreement with the Commission's proposal.

The attached map shows the boundary of the proposed Cardston Co-Terminous Area No. 4.

PINCHER CREEK CO-TERMINOUS AREA NO. 5

This proposed co-terminous unit comprises the M.D. of Pincher Creek No. 9 and the Pincher Creek School Division No. 29. The School Division is presently almost entirely co-terminous with the Municipal District and therefore only minor changes in the boundaries of one or the other were necessary. The area appears to be a "natural" unit centered around the town of Pincher Creek.

To the south it is bounded by the Waterton Park; to the west, by the forest reserve and the Crows Nest Pass Area.

The Waterton River forms part of a natural boundary to the East together with the outer eastern edge of the Peigan Indian Reserve, and the western edge of the forest reserve in the Porcupine Hills.

As a result of the recommendations received from both the Municipal Council and the Divisional Board, minor adjustments in the boundaries were made in the East, to include all of the Spring Ridge School District; in the North to follow the north boundary of the Mayoroft and Heath Creek School Districts; in the West, to exclude the Passburg School District as this district naturally belongs to the Crows Nest Pass Area. However, until such time that a School Division is formed in the Crows Nest Area, this school district should remain in Co-Terminous Area No. 5.

The following pertain to the proposed unit:

From a Municipal standpoint:

Number of Townships	30 (Excluding Indian Reserve)
Population	3,321
Assessment	$5,325,540

From a School standpoint:

Number of Teachers	38
Number of Pupils	882

A relatively small school division has always been convenient in this area as the School Superintendent also serves as an Inspector of Schools for the independent school districts in the Crows Nest Area.

Inspectorate

Number of Teachers

Divisional	38
Independent	63
Private	2
Indian	5
Total	108

Number of Pupils

Divisional	882
Independent	1,638
Total	2,520

An attached map shows the proposed co-terminous unit No. 5.

CROWS NEST CO-TERMINOUS AREA NO. 5 (a)

The Commission recommends that a school division be formed in I.D. No. 10 south of township No. 9 and, that the Passburg Area be included in this Division. The recommended school division is to be co-terminous with that portion of I.D. No. 10 south of township No. 9, and is to be known as Co-Terminous Area No. 5(a). It is further recommended that the portion of I.D. No. 10, i.e. township 9 not included in the proposed co-terminous area No. 5(a), be transferred to I.D. No. 27.

The Commission deemed it advisable to have one educational board within the whole geographic area of the Crows Nest Pass. Better educational service would accrue if one board had jurisdiction over the whole area. It would permit more complete centralization; special services to more pupils, such as shop and home economics; more specialized instruction. Furthermore, with a possible shift of population and change of assets due to the closing of some coal mines, the resources would be pooled to give a better type of over-all service to the total school population.

The area is concentrated and people have common interests. It is made up primarily of mining communities. Financially the I.D. No. 10 is sound. The total school assessment is adequate, amounting to about $8,500,000. Therefore the taxation base is good. Presently the mill rate is low throughout.

Further, from a school point of view, the following pertains

	Population	Teachers
Frank	239	1
Blairmore	1933	15
Coleman	1961	22
I.D. No. 10	4830	19
Total	8963	57

(Bellevue-
Hillcrest)

The whole of the Bellevue-Hillcrest S.D. and the Passburg S.D., are included in this proposed unit.

The attached map shows the boundaries as proposed.

TABER CO-TERMINOUS AREA NO. 6

Co-Terminous Area No. 6 comprises the M.D. of Eureka No. 14, I.D. No. 23 and a portion of the Special Area No. 4. With some adjustments it includes the present Taber School Division.

The Bow River is part of the natural eastern boundary; the Chin Lakes and Chin Coulee provide a natural southern boundary. To the north-west, the Little Bow forms part of the boundary, after which a boundary line has been determined to include the whole of the Sundial Attendance Area and the Turin School District in the Lethbridge Co-Terminous Area. The Lomond and part of the Rosemead School Districts are to be included in the Vulcan County.

In I.D. No. 23 and in the Special Area No. 4, irrigation projects are under way and further projects are proposed. The Commission deemed it advisable, therefore, to bring I.D. No. 23 and Special Area No. 4 into local municipal government, and add these to newly organized areas of co-terminous units.

The Commission approved the recommendation of the Board of the Taber School Division to run the northern boundary from the Bow River to the Little Bow River along the township line between townships 15 and 16.

The following shows a summary of a detailed study from a municipal and school point of view:

Municipal

Number of Townships	49
Population - 1951 Dominion Census	6,337

The assessment of the Taber Co-Terminous Area is approximately $5,658,244.

School

Number of Teachers	96
Number of Pupils	2,370 (Approximately)

Note: The town of Taber with 51 teachers and 1,262 pupils is in the Taber School Division for school administration. For local municipal administration it is an independent town with an assessment of $4,837,700.

The proposed co-terminous unit was acceptable to the Taber School Divisional Board. The Municipal Council of Eureka M.D. was rather reluctant to take over a much larger municipal area north of the Old Man River.

LETHBRIDGE CO-TERMINOUS AREA NO. 7

Co-Terminous Unit No. 7 includes the area which is tributary to the city of Lethbridge. It is comprised largely of the M.D. of Barons No. 25 with some additions from M.D. No. 4, M.D. No. 5, M.D. No. 16, County of Vulcan No. 2 and Special Area No. 4. It has some such natural boundaries as the Old Man River and the Indian Reserve on the West, the Pothole Creek and the Sterling Lake on the South and the Chin Lakes on the East. Otherwise, the area that is naturally tributary to Lethbridge and contiguous to the several highways and railways leading into Lethbridge was included in this co-terminous unit.

As to the present Lethbridge School Division No. 7, it was reduced in size. The entire sub-division to the south-east went to form part of the newly created Raymond-Warner Unit. This reduced the rather large and heavy school division by 21 teachers and 482 pupils. However, it still left the new proposed co-terminous unit with 130 teachers and 3,324 pupils.

In terms of teachers and pupils this is one of the heavier units proposed by the Commission. Since the two services, school and municipal, have to be reconciled in one co-terminous area, it is not always possible to have the number of teachers in an area at such a staff figure which could be adequately handled by one school superintendent. Rather than attempt to create two units, with duplication in staff and administrative costs, the Commission recommends supervisory assistance.

The Lethbridge area is subject to large and sudden increases in school population due to the influx of people to work in the sugar beet farms. This poses a continual problem of school accommodation and increase in staff. Such a condition influenced the Commission in reducing as much as possible the present school division and still provide a good unit for municipal administration.

As mentioned before in connection with the Taber Co-Terminous Unit No. 6, a portion of land east of the Little Bow River in Special Area No. 4 was added to this Co-Terminous Unit. It was disclosed at meetings that with several bridges in the area the Little Bow does not constitute a barrier. The Sundial School Attendance Area and the whole of Turin School District were included in the Lethbridge Co-Terminous Area No. 7.

Some of the figures pertaining to school administration were given above. The following are further figures applying to the co-terminous area:

Number of Townships	32.5
Population - 1951 Dominion Census	13,075

This area will have an assessment for muncipal purposes of over $11,000,000.

At meetings held, both the Lethbridge School Divisional Board and the Council of M.D. of Barons expressed general approval of the plan.

An attached map shows the boundaries of this proposed Co-Terminous Area.

Recommendations with respect to Barons C.S.D. No. 8 and Galt S.D. No. 647

In determining the northern and southern boundaries of the Lethbridge Co-Terminous Area No. 7 some adjustments had to be made with the independent Barons Consolidated School District No. 8 and with the independent Galt School District No. 647, respectively. The following transfers of land are therefore recommended:

From Barons S.D. No. 8 to S.D. No. 2087

In Township 13, Range 23, West of the 4th Meridian
Sections 7 and 8
In Township 13, Range 24, West of the 4th Meridian
Section 12.

From Galt S.D. No. 647 to S.D. No. 4295

In Township 7, Range 19, West of the 4th Meridian
Section 6, South half and north-east quarter of Section 7, East half of Section 18.

From Galt S.D. No. 647 to S.D. No. 700

In Township 7, Range 20, West of the 14th Meridian
South-East $\frac{1}{4}$ Section 1

From S.D. No. 3735 to Galt S.D. No. 647

In Township 7, Range 19, West of the 4th Meridian

North half of Section 12 and Section 13 ★

★ Some of the land in Section 13 may be within an Educational Tax Area.

NANTON - FORT MACLEOD CO-TERMINOUS AREA NO. 8

The proposed co-terminous unit No. 8 is primarily made up of the M.D. of Bright No. 16 and the M.D. of Argyle No. 26. It also contains smaller portions of the M.D. of Highwood No. 31 and the M.D. of Turner Valley No. 32. The area contains such centers as Nanton, Stavely, Claresholm, Granum and Macleod. A railway and a provincial highway joins these towns and runs approximately through the middle of the whole territory. The area is bounded on the west by the Porcupine Hills and the fringes of the farming development in the foothills. To the south, it is bounded by the Peigan and Blood Indian Reserves as well as by the Waterton River. The Little Bow River and the Old Man River form part of the Eastern limits of this proposed unit.

From the school point of view this proposed area contains the present Macleod School Division together with the independent consolidated school districts of Parkland and Nanton. The boundaries have been so designed as to include these two school districts thus permitting future inclusions and making possible the natural growth and development of a larger school attendance area. The Nanton Consolidated District forms the northern boundary of this co-terminous unit. The Commission deemed it advisable to include the Nanton area in this unit in order to have a better distribution of teachers and pupils as between this area and the neighboring co-terminous unit to the north. Furthermore, the Parkland consolidated district is too small to offer adequate high school service. If both Nanto and Parkland were together

amalgamated in the Division, better high school facilities could be developed at Nanton to serve the pupils of the whole area tributary to Nanton.

The trustees of the Macleod School Division expressed the opinion at the meeting held with the Board, that the unit would be perfect if both Nanton and Parkland Consolidated School Districts could be brought into the larger administrative unit. Also the council of the M.D. of Highwood, expressed an opinion in favor of the amalgamation of the independent school districts with the larger administrative unit.

The following facts and figures were used in determining this unit:

Number of Townships	49.5
Population - 1951 Dominion Census	5,093.

The area has an assessment for municipal purposes of over $12,000,000.

	Teachers	Pupils
Divisional	60	1684
Non-Divisional (Nanton and Parkland)	17	418
Total	77	2102

The Municipal Councils and the Divisional Board were in general agreement with this proposal of the Commission.

An attached map shows the boundaries of the proposed co-terminous unit no. 8.

Recommendation with respect to the Nanton Cons. S.D. No. 50

In determining the northern boundary of Co-Terminous Area No. 8 which is also the northern boundary of Nanton Consolidated School District, the Commission recommends the following transfers of land in school districts:

From S.D. No. 1654 to Nanton Cons. S.D. No. 50

In Township 17, Range 29, West of the 4th Meridian
West half of Section 3, Sections 4 and 5.

From S.D. No. 990 to Nanton Cons. S.D. No. 50

In Township 17, Range 29, West of the 4th Meridian
Sections 1 and 2, East half of Section 3.
In Township 16, Range 29, West of the 4th Meridian
East half of Section 34, Sections 35 and 36.
In Township 17, Range 28, West of the 4th Meridian
Sections 5 and 6.
In Township 16, Range 28, West of the 4th Meridian
Sections 35 and 26.

From S.D. No. 1554 to Nanton Cons. S.D. No. 50

In Township 17, Range 27, West of the 4th Meridian
West half of Section 3, Sections 4, 5 and 6.

From Nanton Cons. S.D. No. 50 to S.D. No. 1748

In Township 17, Range 28, West of the 4th Meridian
Sections 10, 11, 12, 13, 14, and 15.

The total effect of the above transfers is a gain of nine sections of land for the Nanton Consolidated School District No. 50.

VULCAN CO-TERMINOUS AREA NO. 10

One major change in the County of Vulcan is the addition to the East of a portion of the Special Area No. 4. This change extends the eastern boundary to the Bow River.

Another change is in the Mossleigh area where the Commission added to Mossleigh and Herronton School Attendance Areas. At present a situation exists whereby a large number of pupils are crossing the County boundary to attend schools in the Foothills School Division. Since the teaching staff in the County is not heavy, comparatively speaking, it was deemed advisable to add this whole area to the County. Accordingly the boundary was moved to the west in order to incorporate the whole of the school attendance areas.

Meetings were held with the Vulcan County Council and with neighboring Councils and Divisional Boards. After further consideration was given to the original proposal, minor changes were made in the Brant Area and along the southern boundary of the County.

The following facts and figures apply to the proposal which incorporates the changes as mentioned above:

Number of Townships	55

The assessment of this co-terminous area for municipal purposes is over $12,000,000.

Present School Status

	Teachers	Pupils
	56	1,319
Added Centralization		
Lomond	3	55
Mossleigh	5	124
Herronton	3	49
		1,547
Less County Pupils counted under "Present Status"		51
	67	1,496

The new proposed area has 67 teachers and about 1,500 pupils. The attached map shows the boundaries of this proposed co-terminous area no. 10.

TURNER VALLEY - HIGH RIVER CO-TERMINOUS AREA NO. 11

From the present municipal standpoint this area is made up of the Municipal District of Highwood No. 31 and the Municipal District of Turner Valley No. 32. The merging of two municipal districts into one proposed co-terminous unit has been effected in several areas. The adjustments in the two present municipal boundaries are as follows:

(a) The Nanton area, to one mile north of Connemara, is to be included in Co-Terminous Area No. 8.

(b) A township and a half in the extreme south-east corner of M.D. No. 32 containing the Muirhead area, is to be included in Co-Terminous Unit No. 8, as it is tributary to Nanton.

(c) The Mossleigh-Herronton area is to be withdrawn from M.D. No. 31 and added to the County of Volcan.

This area contains the communities centered around the towns of High River, Okotoks and Turner Valley. It is assumed that there are certain community ties as between Turner Valley and High River. On the north this proposed unit is bounded by the Sarcee Reserve and the Bow River. On the west, it is bounded by the forest reserve.

From the school point of view this proposed co-terminous area is mainly an adjustment of the Foothills School Division. With the formation of Vulcan County in 1951, Foothills Division was reduced from 55 operating rooms to 38. The Commission's present proposal for Vulcan reduces the Foothills Division still further to 32 operating rooms. The Turner Valley-High River co-terminous area is a plan that would result in Foothills being restored to its former

size prior to 1951. It would combine the remaining portion of the Foothills Division, with some 19 rooms from the Calgary Division, the majority of which are in the Turner Valley Municipal District. The non-divisional school districts of Turner Valley and High River lie within but are presently not a part of the surrounding divisional organization.

Divisional	Teachers	Pupils
1. Remaining in Foothills Division	32	816
2. Addition from Calgary School Division	19	383
	51	1,199
Non-Divisional		
1. Turner Valley S.D. No. 4039	38	962
2. High River S.D. No. 144	14	508
	52	1,470
Totals	103	2,269

The following figures pertain to this unit from a municipal point of view:

Number of Townships	44
Population - 1951 Dominion Census	8,290

Additions from I.D. No. 46 and M.D. No. 45 and deductions from M.D. No. 32 and M.D. No. 31 leaves the area with a total municipal assessment of approximately $19,200.000.

This is an area of high assessment and good financial standing.

Meetings were held with the Divisional Board of the

Foothills School Division and with the respective Councils of M.D. of Highwood No. 31 and M.D. of Turner Valley No. 32. The Foothills Divisional Board expressed satisfaction with the co-terminous proposal as it presented only minor changes in their present set-up. The members made definite recommendations with respect to the boundary lines as these affect van routes and pupils in the Mossleigh and Brant Areas. The Council of the M.D. of Highwood was in general agreement with the proposed merging of the two municipal districts into one co-terminous area.

The council members of the M.D. of Turner Valley showed a reluctance to be joined with the Highwood Municipal District. However, after the reasons for and the advantages of co-terminous areas were pointed out, the opinion was expressed that if co-terminous boundaries have to come and are acceptable to all, then the boundaries as proposed by the Commission for the area concerned, cannot be improved upon.

The attached map shows the boundaries of the Turner Valley-High River Co-Terminous Area No. 11.

VI PLAN FOR DIVISION OF ASSETS AND LIABILITIES

Pursuant to the instructions contained in Clause 5 of the Terms of Reference issued to the Co-Terminous Boundary Commission the following recommendations are made with respect to the division of Assets and Liabilities of School Divisions and/or Municipal Districts where a part of a Municipal District and/or a School Division is severed from an existing Municipal District and/or a School Division.

Assets and liabilities of a County, Municipal District, Improvement District, Special Area and a School Division or School District can be divided into two main classifications (a) general application and (b) specific application.

(a) Assets and Liabilities of General Application

In the case of assets these would include:

(1) Administrative offices, workshops, dormitories, machine sheds, garages and in general all other real property, except buildings defined as of specific application.

(2) Office equipment, stationery and supplies, circulating instructional equipment, film libraries, central libraries, text books not rented.

(3) Road equipment, machinery, trucks, school vans, fuel oil, gas, tools.

(4) Cash on hand or in Bank, bonds and other cash assets.

(5) Prepaid accounts, accounts receivable, except accounts that follow land or that can be allocated geographically to land, such as taxes, seed grain, agreements for sale, hospital, relief and doctor accounts, etc.

(6) Any other assets, which by their nature, are of general application.

In the case of liabilities these would include:

(1) Temporary Bank loans, overdrafts.

(2) Teachers' salaries (accrued), accounts payable, except accounts that are definitely allocated to land, such as seed grain due to the Province.

(3) Debentures or capital bank loans outstanding in respect to assets of general application.

(4) Any other liabilities, which by their nature are of general application.

Assets and Liabilities of general application should be determined and apportioned in the ratio which the total assessed value of real and personal property of the area transferred bears to the total assessed value of real and personal property of the area not transferred.

In apportioning assets and liabilities of general application consideration should be given to obsolescence and depreciation, in determining the value of assets. Generally speaking, the value at which they are carried on the books is not necessarily the "going" price or the fair actual value and it may become necessary for the person adjusting the assets and liabilities to have an independent appraisal made. However, if the municipal districts and school divisions concerned agree to accept the book value as shown on the financial statement, no appraisal need be made.

It is also recommended that the valuation placed on an asset of general application, which by its nature, is immovable, such as an office, machine shed, etc., should take into consideration the usefulness of the asset to the area in which it is situated and which

that area has no recourse but to accept. If a Municipal District or a School Division already has a suitable office in a convenient location, but is obligated to accept a building which was formerly the office of an area which was wholly or partially transferred, consideration should be given in placing a valuation thereon, as to its potential use or resale value.

(b) Assets and Liabilities of Specific Application

In the case of assets these would include:

(1) Assets that follow land or which can be allocated geographically to land. For example, arrears of taxes, seed grain, agreements of sale, deposits on sale of property, hospital, relief and doctor accounts, tuition fees, text book rentals.

(2) The site, buildings and equipment (including shop, home economics and commercial equipment not being circulating instructional equipment) used for school instruction.

(3) Any other assets which by their nature, are of specific application.

In the case of liabilities these would include:

(1) Debenture indebtedness in respect of any asset of specific application.

(2) Capital bank loan outstanding in respect of any asset of specific application.

(3) Any other liabilities, which by their nature, are of specific application.

Assets and liabilities of specific application should be transferred without evaluation or consideration with the area to which they accrue.

As it is recognized that the rights of debenture holders

cannot be prejudicially affected, the original issuer of the debenture from which the asset of specific application was created, will be required to meet the original obligation, but will be reimbursed by the area to which the debenture asset and liability will accrue.

Non-Divisional School Districts

In a few instances minor adjustments in the boundaries of non-divisional school districts have been recommended to achieve suitable co-terminous boundaries. In such cases it is recommended that the transfer of land be effected without consideration being given to adjustment of assets and liabilities.

General

In order to facilitate the mechanics of settlement it is recommended that where the adjustment of boundaries between two school divisions or two municipal districts does not exceed 5 per cent of the total assessment of real and personal property of the schools divisions or municipal districts involved, that no evaluation or consideration be given in the apportionment of assets and liabilities of general application.

The division of assets and liabilities should only be contemplated as being taken at the end of the calendar year.

In order to facilitate the adjustment of assets and liabilities it is recommended that the Minister of each respective Department involved should appoint an officer or officers of his Department to act on his behalf as an adjuster of assets and

liabilities, to meet with the School Divisions or Municipal Districts, etc., involved to arrive at an amicable settlement.

It is the opinion of the Commission and one which has been borne out by past experiences of both Departments involved, that a settlement mutually agreed upon, is preferable to the adjuster arbitrarily making a settlement. The adjuster should act as a mediator and allow a settlement to be made between the parties concerned as long as it follows, in general, the terms of adjustment of assets and liabilities recommended herewith. Only in the case of failure to reach a mutually satisfactory solution should the adjuster refer the matter to the Minister concerned whose decision shall be final and not subject to appeal.

While the Commission has laid down certain basic principles for the division of Assets and Liabilities resulting from the establishment of co-terminous areas, nevertheless the Commission realizes that special cases may arise which will have to be dealt with and treated from the standpoint of equity to all concerned.

Respectfully submitted,

W. J. Dick, M.Sc., M.E.I.C., P. Eng.
Commissioner (Chairman)

J. M. Griffiths
Commissioner

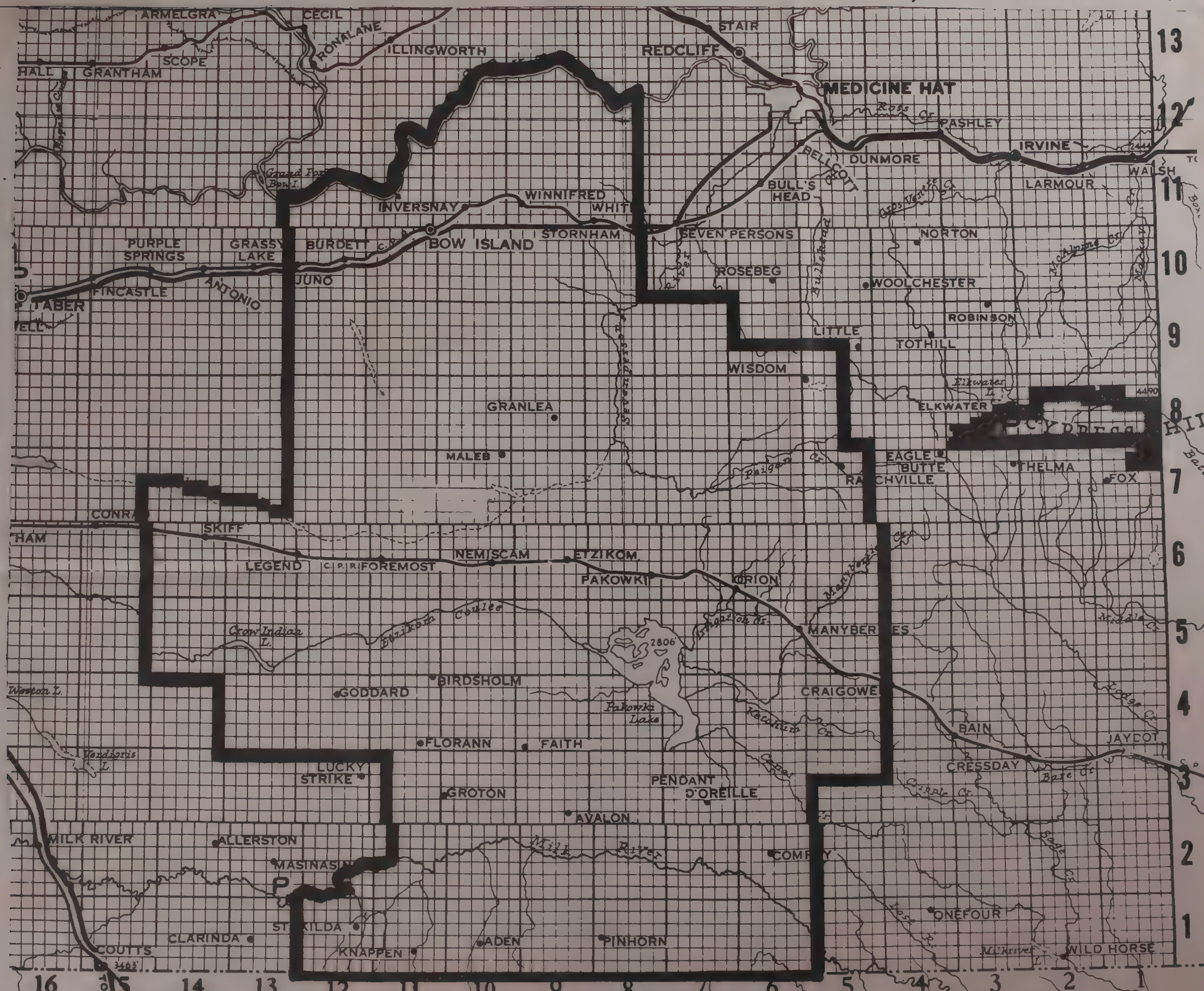
A. W. Morrison
Commissioner

J. M. McKay
Commissioner

A. W. Reeves, M.A., Ed. D.
Commissioner

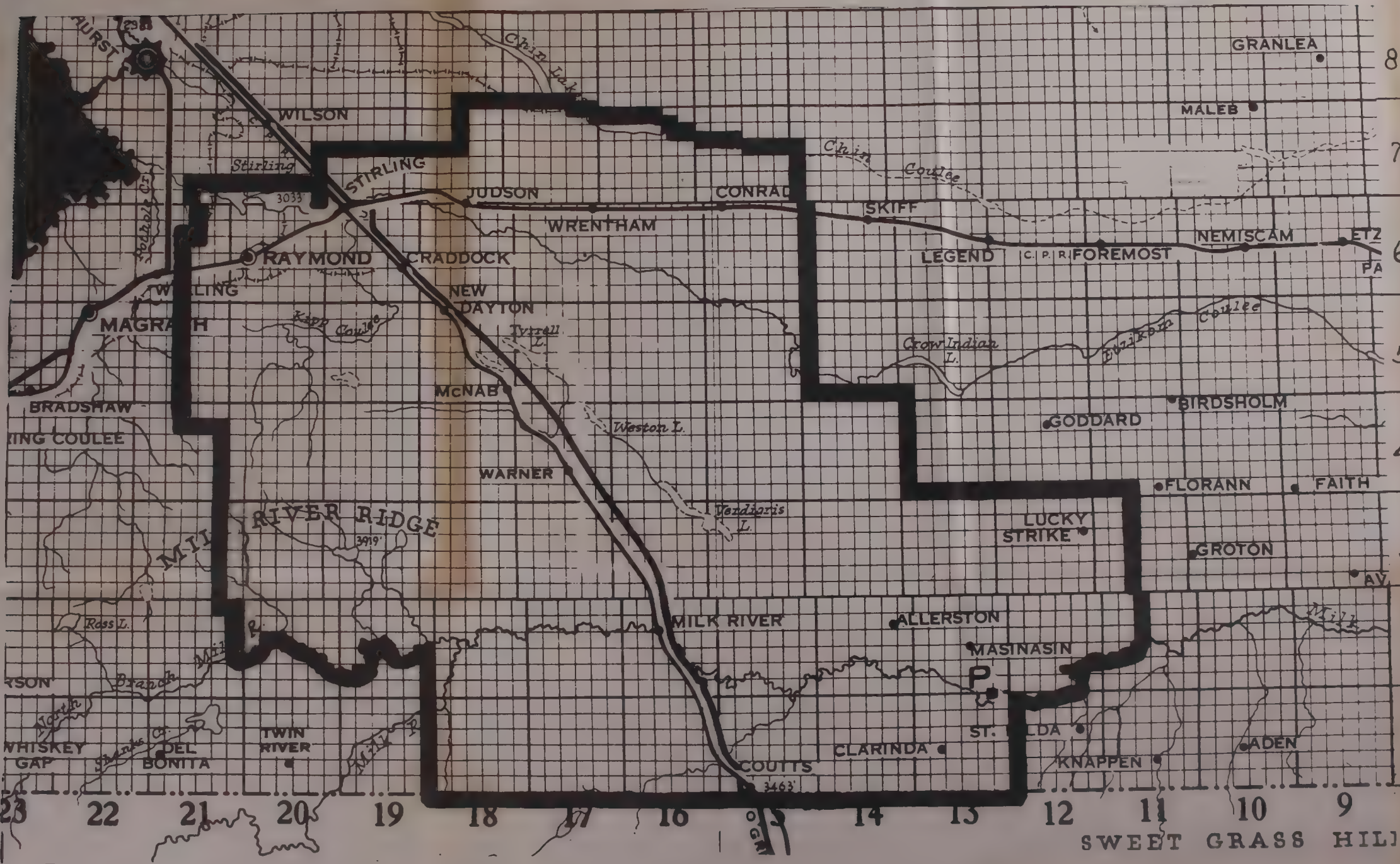
Bow Island - Foremost Co-Terminous Area No. 2

MAP 1



MAP 2

Raymond - Warner Co-Terminous Area No. 3

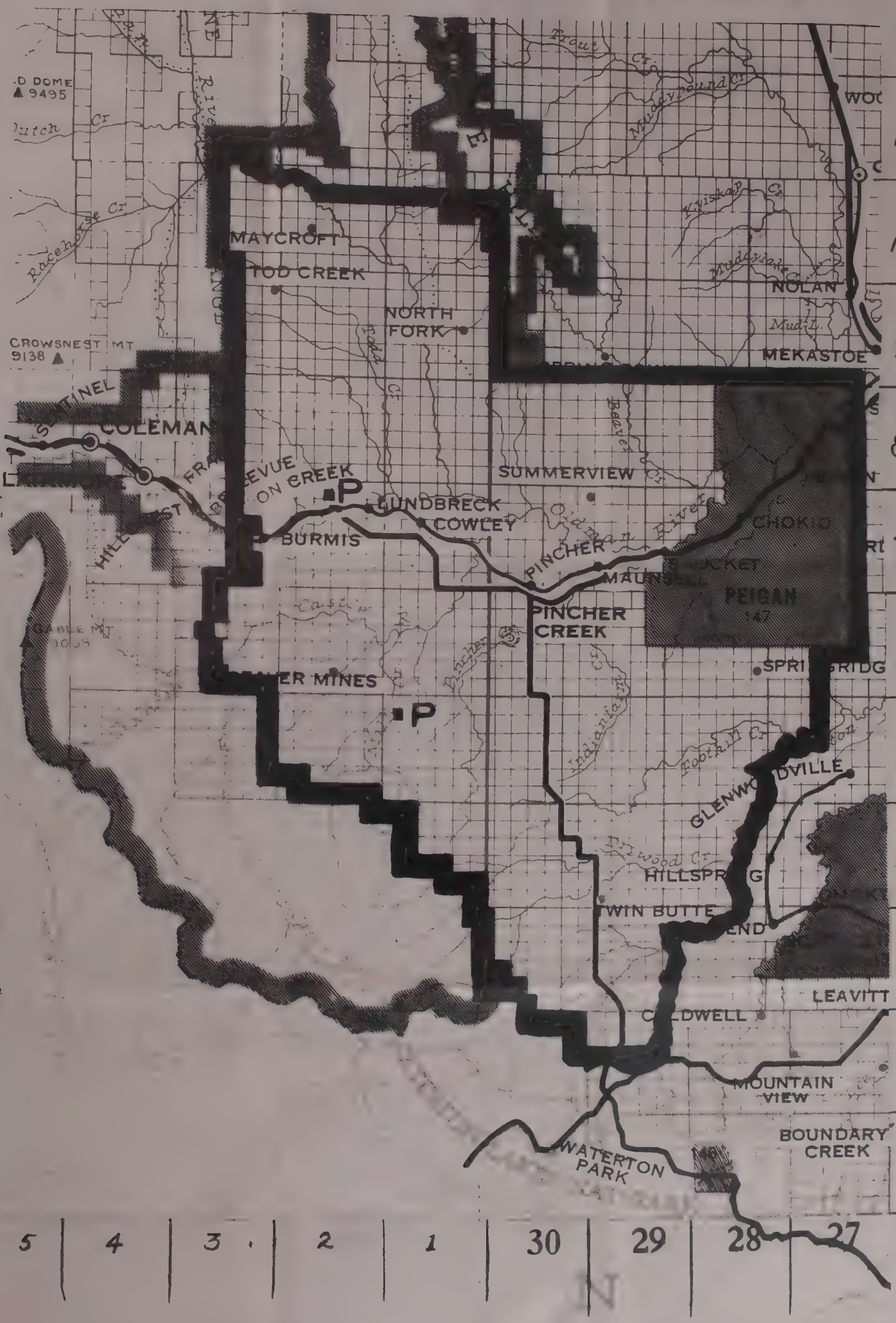


MAP 3

Cardston Co-Terminous Area No. 4

MAP 4

Pincher Creek Co-Terminous Area No. 5

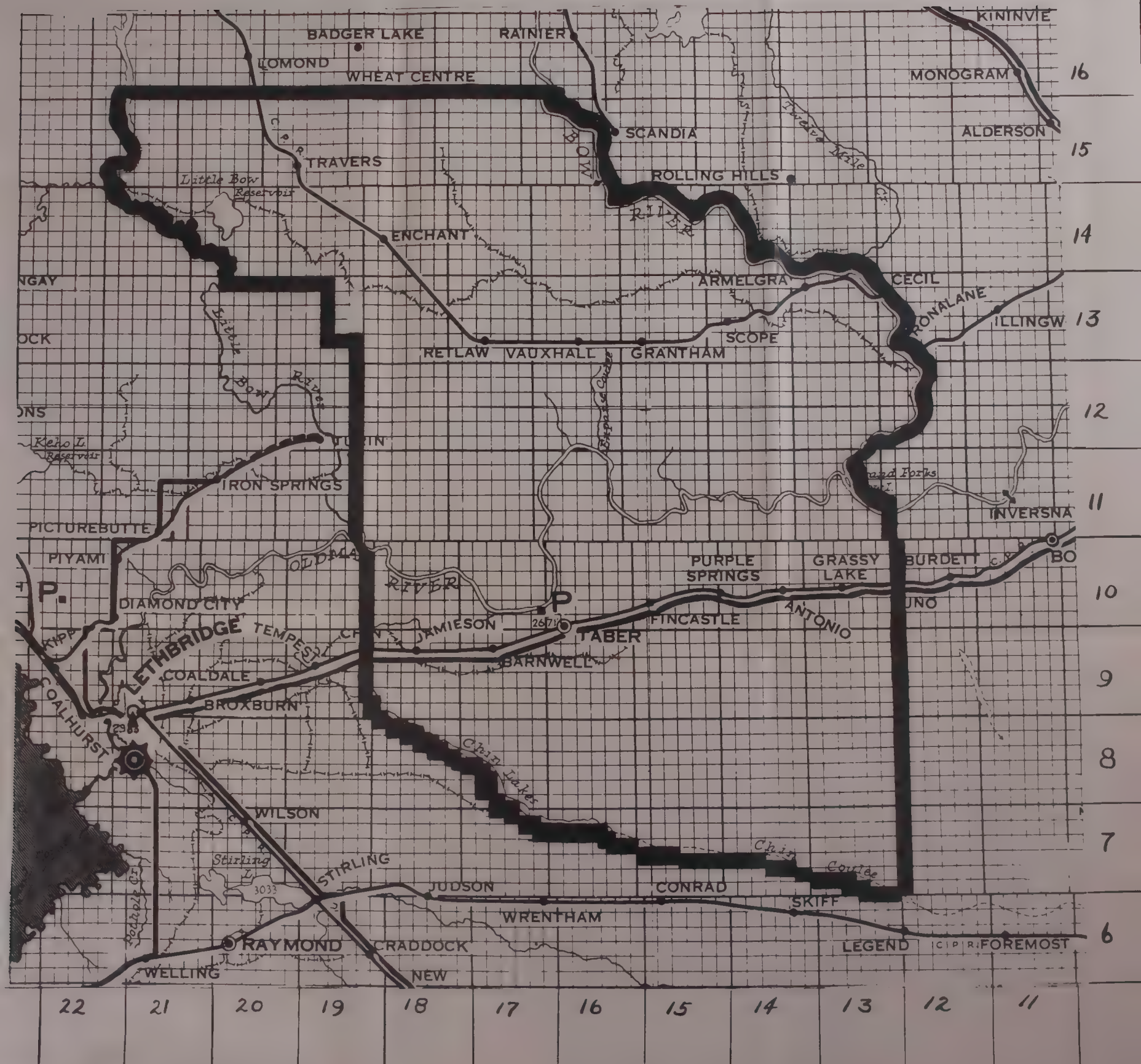


MAP 5

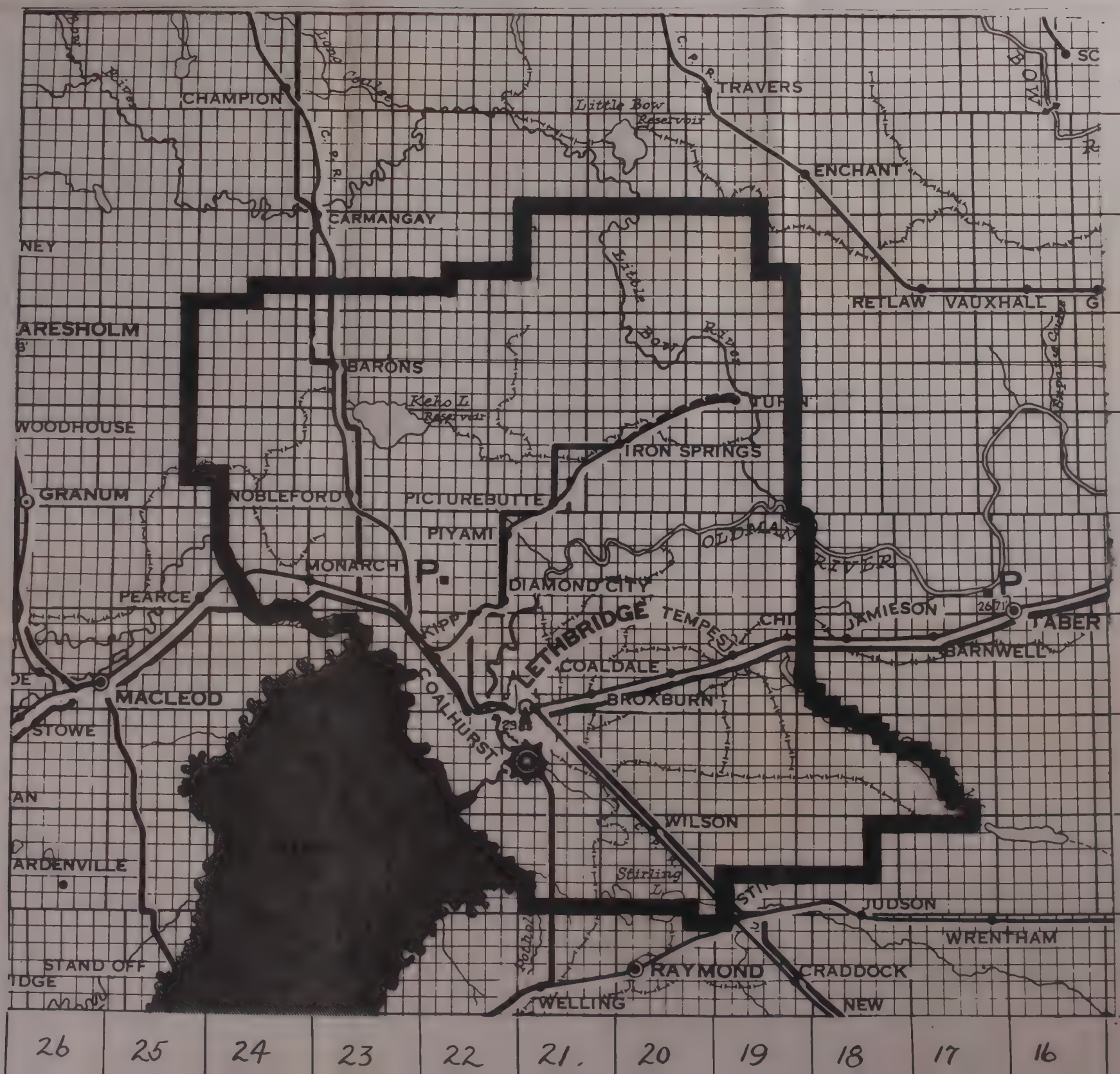
Crowsnest Co-Terminous Area No. 5 (a)

Taber Co-Terminous Area No. 6

MAP 6



Lethbridge Co-Terminous Area No. 7



Nanton - Fort Macleod Co-Terminous Area No. 8

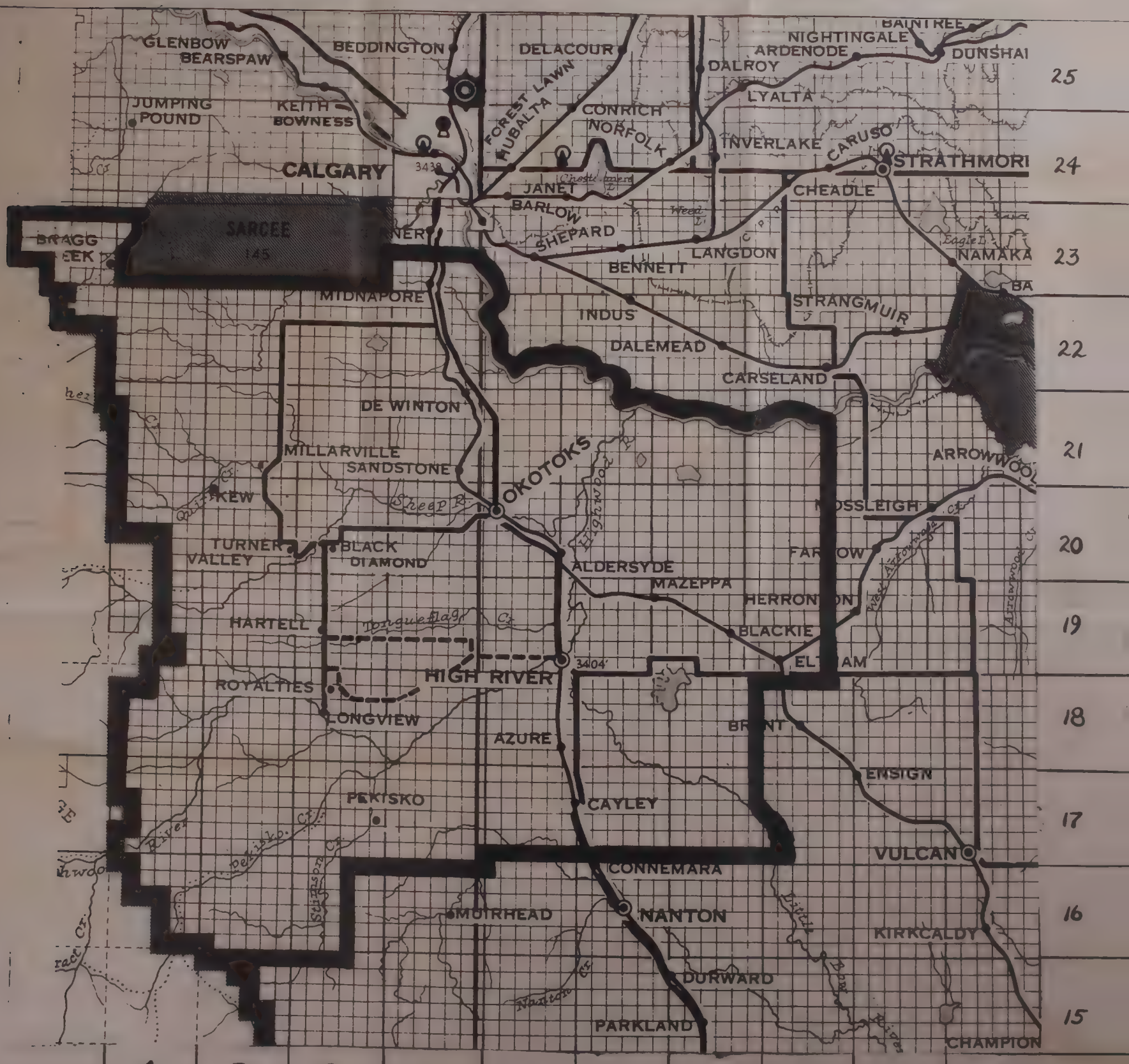
MAP 8

Vulcan Co-Terminous Area No. 10

MAP 9

Turner Valley - High River Co-Terminous Area No. 11

MAP 10



PROVENANCE

TABLE OF CONTENTS

		PAGE
I	FOREWORD	
II	SECOND INTERIM REPORT	1
III	GENERAL CONSIDERATIONS	2 - 9
IV	CO-TERMINOUS BOUNDARY AREAS RECOMMENDATIONS	10 - 56
V	SPECIAL AREAS	57 - 59
VI	MEDICINE HAT CO-TERMINOUS AREA NO. I	60 - 64

LIST OF MAPS

(Names and Numbers are used only for purposes of identification)

MAP NUMBER	
1	Geographical Zones
2	Newell Co-Terminous Area No. 9
3	Calgary Co-Terminous Area No. 12
4	Strathmore Co-Terminous Area No. 13
5	Three Hills Co-Terminous Area No. 14
6	Drumheller Co-Terminous Area No. 15
7	Morrin-Craigmyle Co-Terminous Area No. 16
8	Castor Co-Terminous Area No. 17
9	Provost Co-Terminous Area No. 18
10	Stettler Co-Terminous Area No. 19
11	Olds Co-Terminous Area No. 20
12	Red Deer Co-Terminous Area No. 21
13	Lacombe Co-Terminous Area No. 23
14	Ponoka Co-Terminous Area No. 24
15	Wetaskiwin Co-Terminous Area No. 25
16	Camrose Co-Terminous Area No. 26
17	Killam Co-Terminous Area No. 27
18	Wainwright Co-Terminous Area No. 28
19	Holden Co-Terminous Area No. 29
20	Vermilion River Co-Terminous Area No. 30
21	Minburn Co-Terminous Area No. 31
22	Lamont Co-Terminous Area No. 32
23	Two Hills Co-Terminous Area No. 33
24	Strathcona Co-Terminous Area No. 34
25	Leduc Co-Terminous Area No. 35
26	Medicine Hat Co-Terminous Area No. 1

FOREWORD

The "Interim Report", 1953, contained general information not included in this report but pertinent to it. The reader, therefore, is referred to the former report for this information. The general matters referred to are treated under the following subject heads: -

1. Reasons for the appointment of the Commission.
2. Terms of reference and personnel of the Commission.
3. A brief outline of Local Government in the Province of Alberta.
    - (a) Municipal Administration
    - (b) School Administration
4. Provincial Assistance to Municipalities.
5. Work of the Commission.
    - (a) General
    - (b) Factors of importance to the Commission in establishing co-terminous boundaries.
6. Plan for division of assets and liabilities where a part of a Municipal District and/or School Division is severed from an existing Municipal District and/or School Division.

SECOND INTERIM REPORT

CO-TERMINOUS BOUNDARY COMMISSION

In November 1953, the Commission submitted an Interim Report to the Provincial Government recommending Co-Terminous Areas south of the Bow River (Zone 1). In this zone there were formerly thirteen Municipal Districts and eight School Divisions. The Commission recommended in their place nine Co-Terminous Areas.

The Interim Report (First) was accepted by the Government and on January first, 1954, the necessary steps were taken to implement the report. One of the areas had previously applied for the establishment of a County and upon renewing the application after the Interim Report of the Commission had been accepted, was granted county status for the co-terminous area as recommended by the Commission.

In submitting the Second Interim Report which covers that portion of the Province lying between the Bow River on the south and Saskatchewan River on the north, it will be noted that consideration had to be given to many factors effecting several geographical zones lying within this area.

GENERAL CONSIDERATIONS

The primary function of the Commission is to establish common boundaries for Municipal Districts and School Divisions. In setting up areas the Commission used any or all parts of existing School Divisions, Municipal Districts, Improvement Districts or Special Areas and wherever possible natural barriers as boundaries.

In respect to the latter, natural barriers may be deeply entrenched rivers, deep coulees, lakes, forest areas, etc. All of these need not constitute barriers provided reasonable access may be had across them by means of roads and/or bridges.

In recommending co-terminous areas it is essential that these units be such that they are workable and suitable for school and municipal administration. In other words, the co-terminous areas are such as to provide a reasonable standard of education and municipal service for the people within the area.

As the Commission had to deal with the province as a whole and as a change of boundary in one locality naturally effects neighboring areas it was necessary to make a thorough study by zones before studying each in detail. Per Contra it is apparent that if only one co-terminous area was to be established out of a number, the problem would be simple and an area formed out of the more highly assessed lands.

Map 1 shows Zone 1, the area covered by the First Interim Report; Zones 2 and 3 the areas covered by this report and Zone 4 the area north of the North Saskatchewan River.

The following is a brief discussion of these Zones and their overall effect on the establishment of separate areas.

Fringe Area

The "Fringe Area" is common to all zones and is that area lying between the foothill forest bordering the Rocky Mountains and the settled agricultural land to the east. The area is, in general sparsely settled and the chief occupation of its inhabitants is ranching and lumbering. The sparse population within the area and low value of the land cannot provide the money necessary to support complete local government. It is for this reason that the "fringe area" has been divided into Improvement Districts which are administered by the Provincial Department of Municipal Affairs. The School Divisions, on the other hand, have extended westward from neighboring Municipal Districts into the "fringe area" in order to provide for educational services within the Improvement Districts.

As the primary function of the Commission is to establish co-terminous areas for Municipal Districts and School Divisions it is apparent that the above described conditions present quite a problem. Three solutions were open to the Commission:

1. Create new Municipal Districts and School Divisions in the "fringe area".
2. Establish units composed of one or more existing municipalities or Improvement Districts (wholly or in part) and a school division but extend the aforesaid school division into the "fringe area" in order to provide for the school services required.

3. Extend existing Municipal Districts to the west to include all the School Districts now established and make the whole a co-terminous area.

In respect to (1) this is impossible as the tax rate would be prohibitive on account of the low assessable land, on the other hand by including a portion of the areas to the east now included in Municipal Districts it is possible to make a co-terminous area which would be workable but not good. The taxpayers who, by this means, would be transferred from an existing municipal district in order to support a poorer one to the west naturally object to this procedure. As the "fringe area" requires a considerable portion of higher assessable land to make it workable there is always the danger, if this practice was followed, of having two unworkable units in each case instead of one.

The Commission studied every aspect of the problem and came up with the solution of a compromise of (2) and (3) in which, however (3) would be the general rule.

The extension of existing municipalities (co-terminous areas) to the west to include as much as possible of the fringe area has received general approval by the municipalities and school divisions concerned.

Zone 2

This area is largely contained between the Bow and Red Deer Rivers and is bounded on the west by the "fringe area" and on the east by the Saskatchewan boundary including the Special Areas. The significant factor, in so far as the work of the Commission is concerned, in

this area north of the Bow River is that the Red Deer River not only forms a natural barrier to transportation throughout most of its length but it also has a change of direction of flow from a general east and west direction to a southerly one from a point in the middle of the area and divides Zone 2 in half.

The Edmonton - Calgary highway also influences traffic to the extent that traffic from areas to the west is drawn eastward and similarly from the east westward.

The problem, therefore, that the Commission was faced with was to establish good workable Co-Terminous Areas between the Red Deer River and the "fringe areas" on the one hand and the Red Deer River and the Special Areas or Saskatchewan boundary on the other.

As stated previously this was solved satisfactorily in the west by extending co-terminous areas westward to include as much of the "fringe areas" as prudent and desirable. In order to form satisfactory units to the east it was necessary to include those portions of the Special Areas that were in a position to accept the full responsibility of local government. In general this procedure was quite acceptable to the majority of those involved although in certain areas the people were adverse to having their status, under the Special Areas Act, changed.

Zone 3

Zone 3 is the area lying between the Red Deer and North Saskatchewan River and is bounded on the west by the "fringe area", on the south by the Red Deer River and Special Areas and on the east by the Saskatchewan boundary.

The factors for the establishment of co-terminous areas to the west are similar to those outlined for similar areas described under Zone 2 so the same pattern was followed.

In respect to the area to the east of the Edmonton - Calgary highway a different pattern was followed because instead of the main highways following a north-south and east-west pattern the main highways follow a south-easterly direction. These highways follow existing railways and service the small towns in transit.

Co-Terminous Units, in general, were therefore suggested so as to take advantage of the service provided by these highways.

Procedure

It is natural that the Commission has gained experience, especially in procedure, as a result of the work to date. The most important experience gained is an appreciation of the fact that the work cannot be done hurriedly and that time should be given to councillors and trustees to digest the proposals offered and to secure their advice and assistance respecting same. In general a period of some two weeks after the proposal has been submitted in a hearing is given to the councillors and trustees to study the proposal and make written recommendations.

Under special circumstances the Commission hears special representation from other interested bodies such as ratepayers where local problems arise in respect to the boundaries. After all reports have been sent in and delegations heard, the Commission reviews each area from the standpoints of all of the evidence submitted.

In any one particular area - say bordered on all sides by co-terminous units, the number of reports to be received will be eight. In addition several delegations may have been heard. It is evident from the above that the Commission has a very difficult and impossible task of reconciling all of the interests involved.

The Commission reserves, at all times, the right to finally decide matters respecting a co-terminous area and the final result is not given except in its report to the government. After all evidence has been received and where there is still doubt in the minds of the Commission respecting a common boundary between two or more areas the policy of the Commission is to bring together for further discussion representatives from each of the Municipal Councils and School Divisional Boards concerned. In case a major or radical change is made from the original plan the Commission so advises all the Councils and School Boards concerned and new hearings are held and the whole procedure taken up again.

It is apparent from the above that the Commission is desirous of securing all of the facts and of giving consideration to all representations.

It is true that the Commission does not meet taxpayers, as a body, throughout any area but it is assumed that representation from them is made through their elected representatives, namely Municipal Councillors and School Trustees. The Commission encourages such action.

In general, throughout the province, the people have a pride and loyalty to their district, schools, trading centres, local communities, etc., and are not desirous of any change. This feeling has been built up over a long period of time and is a worthy attribute of citizenship. On the other hand as municipal districts and school divisions have been laid out without any definite relationship of one to the other there is considerable overlap, it is apparent that to make them into one unit - a co-terminous unit, necessitates considerable changes.

In making these changes the Commission has used every endeavour to reconcile as many factors as possible and to make good workable units both for municipal and school administration purposes. Due to the many factors involved, all of which have been carefully considered, the Commission respectfully submits that should the report be accepted by the Government that no changes be made in the co-terminous boundaries for a period of at least two years.

In order to ensure the success of the co-terminous areas recommended it is important to have an adjustment period that would avoid any hasty changes once the boundaries are established. The reasons for this procedure are evident when one considers the fact that many changes have been made in existing boundaries which will necessitate re-organization and re-adjustments of the municipal and school administrations to suit the new conditions. Also considerable

experience in administering the new unit should be gained in order to determine whether any or what changes may be necessary.

The Commission wishes to express its appreciation and thanks to the Municipal Councillors, Divisional School Trustees, ratepayers and others as well as the Department of Education and Municipal Affairs for their valued assistance.

CO-TERMINOUS AREAS

RECOMMENDATIONS

The Commission recommends the following co-terminous areas which are in accordance with the Terms of Reference set out in Order-in-Council No. 277/53. The Commission has set these out after careful detailed studies had been made and after suggestions had been received from Municipal Councils, School Division Trustees and in certain cases delegations of taxpayers desirous of presenting their views to the Commission.

It will be noted that only a portion of the province has been covered in this Second Interim Report, namely the area north of the Bow River and extending to the North Saskatchewan River. This progress report is to be followed by a Third Interim Report at an early date covering the area north of the North Saskatchewan River which will then complete the work of the Commission.

Maps of co-terminous areas are attached and the unit in every case is that portion included inside the heavy black line. *

Many changes in boundaries are suggested through the work of the Commission. As the last general assessment of municipal districts and improvement districts throughout the Province was made in 1945, it is recommended that in order to provide a fair and equitable tax base in the co-terminous areas that a general assessment of lands, buildings and improvements be undertaken in each co-terminous area as it is established.

* Note exceptions in the Red Deer Co-Terminous Area No. 21 and the Lacombe Co-Terminous Area No. 23.

NEWELL CO-TERMINOUS AREA NUMBER 9

This proposed co-terminous area conforms with the present County of Newell except for two changes. The school attendance area tributary to Bassano has been added to the Newell Unit thereby extending the area five to six miles west at this point. In township 25, range 17, a row of sections has been added to the County thus the proposed boundary runs along the township line.

The County is bounded by the Bow River in the south and the Red Deer River in the north. The Bassano community and Attendance Area determines part of the present west boundary. In the east, the boundary is the range line between ranges 10 and 11. The Commission did not make any additions to the County in the east as the land is almost totally unoccupied and of very low assessment.

Brooks is the centre of this unit. A railroad and the Trans-Canada Highway run through the middle of this area giving it obvious ties and communication lines from and to Brooks.

This area has a total municipal assessment of approximately $5,126,000 and a total school assessment of about $3,791,900. It is large in terms of townships but much of the area is lease land and unorganized territory. Altogether there are 64 townships, and the 1951 Dominion Census records a population of 6,962. With respect to school services there are presently 65 classrooms and 1,680 pupils.

The attached map shows the proposed Newell Co-Terminous Area Number 9.

CALGARY CO-TERMINOUS AREA NUMBER 12

The proposed co-terminous area for Calgary comprises the Municipal Districts of Springbank No. 45, Conrich No. 44, a portion of I.D. No. 46 and small portions of Serviceberry M.D. No. 43, Kneehill M.D. No. 48 and Mountain View M.D. No. 49. The area is bounded on the South by the Sarcee Reserve and the Bow River. The western boundary is the range line between ranges 5 and 6 with an extension of one mile west in the Beaupre Creek School District. This boundary includes all of the school districts to the west in the present Calgary School Division. The northern boundary runs along the township line between townships 28 and 29 except in the Crossfield area. Here the land tributary to Crossfield has been included and a portion of the boundary runs for a short distance through the middle of township 29.

To the east the Beiseker-Irricana area was considered tributary to Calgary. A portion of the eastern boundary therefore runs along the range line between ranges 24 and 25, and then towards the range line between ranges 26 and 27 from where the present Conrich Municipal District boundary is followed south to the Bow River.

As to school services, the area will contain 75 divisional classrooms. The average for the co-terminous areas recommended so far is about 80. A portion of the Wheatland School Division containing the attendance areas of Bieseker, Irricana and Kathryn has been included in this Calgary proposal. The total assessment for

school purposes is approximately $19,296,000 which gives the area a very good ability to pay of about $257,000 per classroom.

With respect to municipal services the area will have a total assessment of about $22,161,000. The size of the proposed unit is 49.5 townships with a population of approximately 15,277 (1951 Dominion Census). The land assessment per township is about $310,300 and the total assessment per capita is $1,450.

The Calgary co-terminous unit is relatively large and in general consists of large scale farming and ranching. With the exception of certain areas immediately adjacent to the City of Calgary the density of population per township is low and below average for that of co-terminous units already established or proposed.

These areas immediately adjacent to the city are definitely metropolitan in character, which create many problems not common to the ordinary municipal district.

The Commission is fully aware of this situation and has proceeded with its recommendations for the co-terminous unit on the assumption that the metropolitan areas adjacent to the City of Calgary will be the concern of the Metropolitan Commission.

The whole area is tributary to Calgary. Railways and highways radiate out from Calgary in several directions providing communication and access to the City.

The attached map shows the proposed boundaries for Calgary Co-Terminous Area No. 12.

STRATHMORE CO-TERMINOUS AREA NUMBER 13

This co-terminous proposal is primarily made up of the Bow Valley Municipal District and the Serviceberry Municipal District. All of I.D. No. 41 and a small portion of I.D. No. 42 are included. From a school division standpoint it contains the major portion of the present Wheatland School Division, almost the whole of the present Bow Valley School Division and a small portion of the Drumheller School Division.

This area has a natural south boundary in the Bow River. The present Bow Valley Municipal District provides portions of the west and east boundaries. However, in the east an area tributary to Bassano has been placed with the County of Newell. To the north-east the boundary follows the present County of Newell to the Red Deer River thus including I.D. No. 41. Then the Red Deer River and the Industrial Area of the Red Deer Valley around Drumheller provides a natural division in the proposed units. From the Drumheller area the north boundary follows the Rosebud River to the middle of range 21 because those portions of the Beynon and Rosebud School Districts north of this river can best be served from the north rather than from the south. The north boundary then follows Highway 9 up to the range line between ranges 24 and 25. In the north-west corner a boundary line has been determined which separates the entire school attendance and community areas tributary to Beiseker, Irricana and Kathryn as

these have been included in the Calgary Proposal.

Exclusive of the Indian Reserve, this area has 48.6 townships of land and 5,825 people according to the 1951 Dominion Census. Its total municipal assessment is approximately $12,889,000 which gives this area a high per capita assessment of $2,210. The land assessment per township is about $246,900.

The area is comparatively light in terms of classrooms, having presently 63 rooms. The total school assessment is about $14,377,000 giving an assessment per classroom of $226,000 which is very good, in terms of ability to pay.

The attached map shows the proposed Strathmore Co-Terminous Area Number 13.

THREE HILLS CO-TERMINOUS AREA NUMBER 14

This co-terminous proposal comprises the present Kneehill Municipal District No. 48 with minor adjustments from Serviceberry Municipal District, Mountain View Municipal District and Red Deer Municipal District. From a school point of view it is a new division made up of the Drumheller Division lying west of the Red Deer River, part of the Wheatland School Division and small portions from the Red Deer, Stettler and Olds School Divisions. As it was considered desirable to establish two co-terminous units between the Rocky Mountain Forest Reserve and the Red Deer River it was necessary to propose this new school division.

On the east this proposed unit is bounded by a natural barrier the Red Deer River. In the south-east corner the industrial Drumheller Valley provides a natural division and boundary. On the south, the proposed boundary follows the Rosebud River to the middle of range 21 and then it follows Highway 9 to the west end of range 24. The township line between townships 28 and 29 divides the Acme and Beiseker Areas. On the west, the proposed boundary follows the present Kneehill Municipal District boundary in townships 29 and 30, from whence a line has been established which includes the Wimborne-Torrington attendance areas, and excludes the area tributary to Kneehill and Innisfail.

The major part of the north boundary is between townships 34 and 35.

This proposed unit centres around the town of Three Hills. A railway and a highway run approximately north and south dividing the area in half. Another railway and highway runs east and west from Acme to Drumheller with a railway branching out from Acme ~~and~~ To Wimborne.

From a municipal point of view the area contains 36.7 townships and 7,650 people. Its total municipal assessment is approximately $13,323,000. The land assessment per township is about $329,300 and the total per capita assessment is about $1,740. This is one of the richer areas in terms of assessment.

From a school standpoint this area will have about 71 divisional and 8 non-divisional teachers, with about 1,450 divisional and 190 non-divisional pupils. The total assessment for school purposes is about $14,330,000 giving the area a very good ability to pay of about $202,000 per classroom.

The attached map shows the Three Hills Co-Terminous Area Number 14.

DRUMHELLER CO-TERMINOUS AREA NUMBER 15

This proposal contains the small industrial area in the Drumheller Valley. It is an attempt to separate the industrial and agricultural areas. In this case the school division is co-terminous with an Improvement District.

With only slight changes the proposed area conforms to the present I.D. No. 42 boundaries. Sections 1 to 12 in Township 27, Range 18 were taken out of I.D. No. 42 and added to the Strathmore Proposal as this portion was considered to be of a more agricultural nature.

The area is rather unique in that it contains a small school division in an industrial mining area. The total size is 1.95 townships; the total population is 4,624 (1951 Dominion Census). The municipal assessment is approximately $3,368,000 while the school assessment is approximately $2,402,000. The total number of classrooms in this proposed unit is 31 and the total number of pupils is 780. While this division may be too small to maintain a school superintendent it could easily be supervised in conjunction with the new division proposed for Morrin-Craigmyle.

The attached map shows the boundaries of this co-terminous area.

[illegible]-CRAIGHTLE CO-TERMINOUS UNIT NO. 16

The proposed co-terminous unit east of the Red Deer River in the Drumheller area contains the present Starland Municipal District and a portion of the Special Areas immediately east of Starland M.D. to within three miles of Hanna. A small portion of the Special Areas north of the Willow Creek has been added to this unit and in the north a strip of land south of Scollard has been excluded from the Stettler Municipal District. With regards to the addition of the above portions of the Special Areas it was the Commission's considered opinion that these portions can participate in complete local government.

As to school divisions, the proposed co-terminous area comprises that part of the Drumheller School Division east of the Red Deer River, a portion from Sullivan Lake School Division containing 12 classrooms and a small portion from Stettler School Division containing 2 classrooms.

To the west this co-terminous unit is bounded by the Red Deer River and the Drumheller Valley industrial area. The south boundary runs north of Willow Creek, then between townships 28 and 29 to the Handhill Lake and then east to a point one mile west of the range line between ranges 14 and 15. The east boundary runs one mile west of the range line to Dowling Lake from whence it runs two miles west of the range line to the middle of township 33. Lake Farrell and the present Starland Municipal District provide part of the northern boundary.

A railway and a highway run through the area from Drumheller to Hanna. Another railway and highway run parallel to the River in the west from Big Valley to Munson.

This co-terminous unit is one of the smaller areas proposed. It has 32.25 townships and a population of 4,464. The total municipal assessment is approximately $7,744,000. The land assessment per township is about $213,300 and the total per capita assessment is about $1,700, both of which indicate a good "ability to pay". From the school standpoint the Division will have 44 teachers which is one of the smaller divisions proposed. However, with the Red Deer Valley School Division the two said areas could provide a good inspectorate. The total school assessment is about $8,149,000 providing an assessment per classroom of about $185,000 which is good.

The attached map shows the proposed boundaries for the Morrin-Craigmyle Co-Terminous Area No. 16

CASTOR CO-TERMINOUS AREA NUMBER 17

The Castor co-terminous area comprises Paintearth Municipal District, a strip of land through Halkirk from the Stettler Municipal District and about eight townships around Veteran from the Special Areas. From a school division standpoint, the area includes the major portion of the present Castor School Division, eight classrooms from Neutral Hills School Division and one school district from the Provost Division. With respect to the inclusion of the portion of the Special Area tributary to Veteran the Commission considered that this area is capable of supporting and participating in complete local government.

The proposed unit has the following boundaries. The Battle River on the north and the Sullivan Lake in the southwest provide natural barriers. On the west, a line through range 16 divides the Halkirk and the Gadsby School Attendance Areas. In the south the present municipal district boundary has been used, while in the north-east the deviation from municipal district lines is slight. In the east and south-east, the total Veteran School Attendance area has been added which includes ranges 8 and 9 to the bottom of township 34.

From a municipal point of view this area contains 42.6 townships and 3,818 people (1951 Dominion Census). Its total assessment is about $5,884,000. The total per capita assessment is

$1,540 and the land assessment per township is about $130,000.

From a school point of view the unit approaches the minimum size recommended by the Commission. It will contain 54 Divisional teachers which represents a reduction of six teachers from the present status of the Castor School Division. The inspectorate will contain 54 divisional and 6 non-divisional teachers. The divisional pupil population is 854, which is light. The assessment for school purposes is about $7,448,000 which gives an approximate assessment per classroom of $140,000.

The attached map shows the proposed Co-terminous Area Number 17.

PROVOST CO-TERMINOUS AREA NO. 18

The Provost Co-Terminous proposal conforms closely to the present Provost Municipal District and Provost School Division. Minor changes have been made in the Dixon Lake and the Kessler Areas. A major change has been made in the Bodo-Rosenheim area where over four townships have been added from the Special Areas. It was considered that this portion of the Special Area is tributary to Provost and that it could support and participate in complete local government. From a school division standpoint this addition represents a gain of four teachers from the Neutral Hills School Division. The Hardisty area has been excluded from the Provost School Division and added to the Killam Unit as it was considered that this area has its natural ties to the west.

This co-terminous area extends to the provincial boundary on the east. On the north it extends to the Buffalo Park. On the west it has a natural boundary in the Battle River. From this river the present Provost Municipal District boundary constitutes the proposed boundary to a large extent except for the small change around Kessler and the change in the Bodo-Rosenheim area which extends the boundary line two townships farther south.

The Hardisty - Provost railway and highway centre this proposed unit. The area lies along these communication lines and contains the land which is tributary to the towns and villages along these established transportation routes.

From an educational standpoint the present school division has lost five divisional districts and has gained three. The total effect leaves the Provost Division about the same with 46 teachers. The total school assessment is about $7,345,000 giving the area an assessment per classroom of approximately $160,000.

The total municipal assessment is about $6,272,000. The area contains 39.6 townships. This approaches the average size of the proposed co-terminous areas which is about 41. The last Dominion Census shows a population of 3,866. The total assessment per capita is approximately $1,620 and the land assessment per township is about $140,000.

The attached map shows the Provost Co-Terminous Area Number 18.

STETTLER CO-TERMINOUS AREA NUMBER 19

The Stettler Co-Terminous proposal approximates the present municipal district boundaries. The Donalda area has been added from Camrose to the north. A strip of land through Halkirk has been excluded and included in the Castor proposal. A small adjustment to Starland Municipal District has also been made. As to the present Stettler School Division the area west of the Red Deer River has been excluded and included in the Red Deer and Three Hills Co-Terminous Areas. The Endiang-Byemoor attendance areas west of Sullivan Lake and the area tributary to Gadsby have been withdrawn from the Castor School Division and added to the Stettler proposal.

This proposed unit has such natural boundaries as the Red Deer River, Buffalo Lake, Battle River, Sullivan Lake and Lake Farrell. The east boundary line between Halkirk and Gadsby divides the two communities and school attendance areas. The north boundary includes the territory tributary to Donalda.

This unit is centered by the town of Stettler. Railway lines radiate north, south, east and west as well as south-east to Byemoor-Endiang. Government and district highways make Stettler accessible from all points.

As to size and population this area has 48.7 townships and 6,050 people (1951 Dominion Census). Its total municipal assessment is approximately $11,489,000 giving a rather high per capita

assessment of about $1,900. The land assessment per township is about $163,600. The School Division will have about 62 teachers and 1,304 pupils. With 23 teachers presently in the Independent School District of Stettler, the Inspectorate will have 85 teachers and 1,919 pupils. The total school assessment for divisional purposes is about $12,252,000 providing the area a good "ability to pay" of $197,600 per classroom.

The attached map shows the Stettler Co-Terminous Area Number 19.

OLDS CO-TERMINOUS AREA NUMBER 20

The proposal for the Olds Co-Terminous Area comprises most of Mountain View Municipal District, that portion of I.D. No. 50 which is presently in the Olds School Division, and that part of Waterloo Municipal District south of the James River and a portion in ranges 5 and 6 north of the river. In township 34, a two mile strip south of Garrington has been withdrawn from the Red Deer Municipal District and added to the Olds Unit. From a school division standpoint the proposed area contains the present Olds School Division minus the north-eastern section containing the attendance areas of Wimborne and Torrington.

The boundaries conform largely to the present Olds School Division. On the west, the Municipal District has been extended in the Improvement District to the western extremities of the School Division or in some parts to the Forest Reserve. The township line between townships 28 and 29 is the south boundary line to a point two miles west of the range line between ranges 1 and 2. Then the boundary line extends north to take in the Sunshine, Crossfield and Floral School Districts thus preserving the Crossfield school attendance area. In the east, the present municipal district boundary constitutes the proposed boundary in townships 29, 30 and part of 31. Then an attempt has been made to separate the Wimborne-Torrington attendance areas and the boundary,

in part, follows the ~~Spruce~~ Smouse Creek and Coulee. On the north, the present municipal district line is taken in range 28, west of the 4th meridian, and in range 1, west of the 5th meridian. West of Olds Creek to the James River the boundary runs two miles north of the township line between townships 33 and 34. An area north of the James River has been included as a bridge across the river makes it tributary to Sundre. The James River then completes the north boundary to the Forest Reserve.

This proposed co-terminous area has 40.8 townships and a population of 9,095 (1951 Dominion Census). The total municipal assessment is about $11,585,000 giving a total per capita assessment of $1,270. The land assessment is approximately $266,200 per township which is well above average. The school division has been reduced in size but it is still heavy containing about 96 divisional and 16 non-divisional teachers for a total of 112 teachers in the inspectorate. The school population is about 2,250. The divisional assessment is approximately $13,436,000 providing an assessment of $140,000 per classroom.

The attached map shows the Olds Co-Terminous Area Number 20.

RED DEER CO-TERMINOUS AREA NO. 21

In the Red Deer proposal the School Division extends beyond the west boundary of the Municipal District into a "fringe area" which will remain in improvement district. The reasons underlying a proposal of this nature have been fully explained in the "General Considerations" of this report.

Municipally this represents an amalgamation of parts of the Waterloo and Raven Municipal Districts with the major part of the Red Deer Municipal District. The municipal boundaries are as follows: The east part of the north boundary is the Red Deer River. In township 39, range 27, the Blindman River provides the boundary for a distance of about four miles, after which the boundary runs west to Sylvan Lake two miles north of the township line between townships 38 and 39. From Sylvan Lake the boundary drops south in order to exclude the area which is tributary to Benalto, Eckville and Condor. The west boundary is the Clearwater River. On the south, portions of townships 34 and 35 in ranges 5 and 6 which are tributary to Sundre, have been included in the Olds Unit. From the James River the boundary runs east two miles north of the present municipal line above township 33 to a point past Olds Creek, from whence it drops to the present municipal boundary one mile east of the range line between ranges 27 and 28. A boundary was then established which separates the Wimborne and Kneehill areas and then follows the township line between townships 34 and 35 to the Red Deer River.

From a School Division point of view this proposal involves the union of the south portion of the Rocky Mountain School Division with the Red Deer School Division and a portion of the Stettler School Division

west of the Red Deer River. It will include in addition to the divisional schools within the municipality the following districts which are situated in the Improvement District west of the Clearwater River: Ricinus School District No. 3148, Chedderville School District No. 3676, Glacier School District No. 4157 and that part of Dovercourt School District No. 3728 west of the Clearwater River. In other words the School Division is co-terminous with the municipality and a designated portion of Improvement District. Consequently its boundaries are those of the municipality and of the indicated School Districts lying west of the Clearwater River.

This is one of the larger co-terminous areas recommended by the Commission. The municipality contains 48.66 townships and a population of 12,197 according to the 1951 Dominion Census. It has a land assessment of about $12,726,000 and a total municipal assessment of about $14,190,000. The land assessment per township within the Municipal District is $261,500. This is good and above average for the areas proposed. The assessment for school purposes is about $12,658,000. The school division would have about 112 teachers outside the Composite High School which has 30 teachers. There are a number of Independent School Districts in this area and excluding the City of Red Deer there are 168 teachers in the inspectorate. The total number of divisional pupils including the 630 in the Composite School is about 3,080. While the teacher load is heavy this can easily be remedied by providing supervisory assistance.

The attached map shows the proposed Red Deer Co-Terminous Area Number 21.

LACOMBE CO-TERMINOUS AREA NO. 23

In the recommendation for the Lacombe area the school division extends west of the proposed Municipal District to include a number of School Districts (in whole or in part) which will remain in improvement district. The reasons underlying a plan of this nature have been fully explained in the "General Considerations" of this report.

Municipally this unit represents a westward extension of the Lacombe Municipal District to include portions of the present Red Deer and Raven Municipal Districts as well as a part of Improvement District No. 65. Generally speaking the boundaries of the proposed municipality are as follows: on the east, Buffalo Lake and the present municipal line provide the new boundary. The Red Deer and the Blindman Rivers constitute natural boundaries in the south. Then from a point four miles west of the range line between ranges 26 and 27 the new boundary runs two miles north of the present line to Sylvan Lake. Then it proceeds south and west in order to include the attendance areas tributary to Benalto, Eckville, Condor and Rocky Mountain House. On the north the present municipal district boundary has been followed except for minor changes east and west of Morningside where it was apparent that portions could be more readily served by the Ponoka unit. West of Gull Lake in the Leedale locality the boundary drops south two miles from the present municipal district line in order to include an area which is more tributary to Rimbey. The boundary then follows a general westerly direction to exclude the Leedale area and to include the Carlos area. The line then proceeds south and west to include the Bingley region.

For municipal purposes the west boundary extends to the Saskatchewan and Clearwater Rivers but for school services the area will extend to the western extremities of the present Rocky Mountain School Division. The School Division will include in addition to the Divisional Schools within the proposed municipality the following districts (in whole or in part) which are situated in the Improvement District that extends west of the Clearwater and on both sides of the North Saskatchewan as it flows north of the town of Rocky Mountain House:

Pleasant Valley School District No. 3178
Hardindell School District No. 4332
Everdell School District No. 2982
Garth School District No. 3039
Rocky Mountain School District No. 2590 (part)
Crimson Lake School District No. 3184
Buster Creek School District No. 4765
Frisco School District No. 3513
Taimi School District No. 3076 (part)
Sleepy Valley School District No. 4809 (part)
Lone Deer School District No. 4770 (part)

In summary, the School Division is co-terminous with the proposed municipality and a designated portion of improvement district. Hence the boundaries of the school division are those of the municipality and the indicated school districts (in whole or in part) which lie in the improvement district.

The Lacombe unit which is well served by a network of highways and railroads runs in an east-west direction thus following a pattern similar to one which has been proposed in other co-terminous units between Red Deer and Edmonton.

The proposed Municipal District has an area of about 43 townships and a population of about 11,400 (1951 Dominion Census). The average size of co-terminous units proposed is 41.5 townships. The total municipal assessment will be about $12,750,000 providing a per capita assessment of approximately $1,115 and a land assessment per township of about $245,000. The average for the areas proposed is about $215,000 per township.

From a school point of view this area will contain about 160 teachers - 100 from Lacombe Division and 60 from Rocky Mountain Division. The total assessment for school purposes is approximately $19,250,000. Although this area may be too heavy for one school superintendent, the problem can be met by supervisory assistance and an increase in office staff.

The attached map shows the Lacombe Co-Terminous Area Number 23.

PONOKA CO-TERMINOUS AREA NO. 24

The Ponoka County has been recently established. The Commission's proposal for this area represents only minor changes. On the north a small change was made north of Springdale. In the Bashaw area the extreme south east part of the County has been withdrawn and added to the Camrose unit. This change will give Bashaw an area which is tributary to and has its ties with this town. On the south, adjustments have been made east of Morningside in range 24 and west of Morningside to Gull Lake where it is proposed that the boundary drops one mile south in each case from the present line to include portions which can be better served from Ponoka than from Lacombe. In the Leedale area west of the Blindman River the boundary drops two miles south in order to include an area which is more tributary to Rimbey. Then the boundary proceeds in a north westerly direction towards the west boundary and the range line between ranges 5 and 6. Otherwise the boundaries remain the same as they are at present.

The County now has 98 teachers and about 2,680 pupils. The proposed boundary changes will have little effect on the number of teachers and pupils. The total assessment for municipal purposes is about $7,630,000. The total assessment for school purposes is about $10,825,000 which includes the towns of Ponoka and Rimbey.

The attached map shows the Ponoka Co-Terminous Area No. 24.

WETASKIWIN CO-TERMINOUS AREA NO. 25

The Wetaskiwin proposal contains nearly all of the present municipal district of Wetaskiwin and that portion of Improvement District No. 76 west of Pigeon Lake and the fifth meridian up to and including range 7. The Commission has adopted a plan pertaining to the area between Calgary and Edmonton west of the main highway. This plan extends the municipal districts west and absorbs portions or all of the existing Improvement Districts bordering the Forest Reserves. From a school division standpoint the plan in this area required the disposition of the Strawberry School Division. The proposed area contains, therefore, the Wetaskiwin School Division and the southern part of the Strawberry School Division.

As to the boundaries, some adjustments were made in the present municipal district and school division lines on the east and north-east. West of Pigeon Lake the boundary line runs three miles below township 48 to the range line between ranges 7 and 8. The south boundary runs along the bottom of township 45 and then follows the present County of Ponoka boundary with one change north of Springdale.

A government highway runs west from Wetaskiwin to Winfield and a district highway runs from Winfield to Alder Flats. This provides an all weather road for traffic moving east and west from Alder Flats to Wetaskiwin. It was considered that the area west of Pigeon Lake through Winfield to Alder Flats is

tributary to Wetaskiwin.

The proposed co-terminous area contains 36.5 townships and a population of 9,053 (1951 Dominion Census). The total municipal assessment is about $9,927,000. The assessment per township is about $198,700 and the assessment per capita is approximately $1,100. The assessment for school purposes is approximately $9,667,000, giving the area an "ability to pay" of about $140,000 per classroom. As to the number of divisional classrooms, the area will have 69 made up of 52 from the present Wetaskiwin School Division and 17 from the Strawberry School Division. The average for the areas proposed is about 80 classrooms.

The attached map shows the Wetaskiwin Co-Terminous Area Number 25.

CAMROSE CO-TERMINOUS AREA NO. 26

The proposed co-terminous area for Camrose follows the pattern established by both the School Division and the Municipal District. However, certain changes were necessary. An area contiguous to Bashaw has been withdrawn from the Ponoka County and added to the Camrose Unit. A strip of territory south of Bittern Lake which is tributary to Duhamel and New Norway has been withdrawn from the Wetaskiwin Municipal District and added to the Camrose Municipal District. Additions to the Camrose Municipal District were also made in the Hay Lakes and Kingman areas. However, some land on the east and south-east has been excluded. In the south, an area tributary to Donalda has been included in the Stettler co-terminous proposal. The Heisler and Daysland school attendance areas were included in the Killam unit. These areas are now in the Killam School Division. Several school districts on the east, which can be better served by the Bawlf and Rosalind centralizations were withdrawn from the Killam School Division.

In more detail, the boundaries run as follows. On the east, a division has been made between the Bawlf and Daysland attendance areas. The boundary runs south one mile east of the range line in township 47 then along the range line between ranges 16 and 17 for twenty miles. It then turns three miles west from Ankerton and two to three miles south to the Battle River. The south boundary cuts out the Donalda area and then runs through the

Buffalo Lake. The west boundary is drawn to incorporate areas tributary to Bashaw to New Norway and to Hay Lakes. On the north, the boundary includes the Kingman school attendance area. Specifically, from a point in the Joseph Lake it runs one mile north of township 49 in ranges 20 and 21, then drops to the township line for four miles, from whence it proceeds south in range 19 until it meets the present municipal line between townships 48 and 49.

This co-terminous area centres around and is tributary to the town of Camrose. Railway lines radiate out from Camrose in every direction. Good district and government highways lead into or run through Camrose.

The Camrose unit includes 38 townships and 10,523 people (1951 Dominion Census). It is one of the larger units in terms of population. The total municipal assessment is approximately $14,863,000. The land assessment per township is about $297,000 which is well above average for the co-terminous units proposed. The approximate per capita assessment is $1,410.

From a school standpoint the proposed unit will have about 109 teachers and 2,750 pupils. Including the Camrose Independent School District the Inspectorate would contain about 142 teachers. The school assessment for divisional purposes is approximately $16,073,000, providing an "ability to pay" of $148,600 per classroom.

It is evident, that after all factors are considered this compact unit is well able to provide all the school and municipal services required by the ratepayers.

The attached map shows the exact boundaries for the Camrose Co-Terminous Area No. 26.

KILLAM CO-TERMINOUS AREA NO. 27

The Killam Co-Terminous Area comprises most of the Flagstaff Municipal District and a portion of Camrose Municipal District in ranges 16 and 17. On the north-east, approximately six and a quarter townships have been withdrawn from Flagstaff Municipal District and included in the Holden unit while a small portion around Hardisty has been withdrawn from the Wainwright Municipal District.

Certain changes were necessary in the present school division. On the west the East Lynn, Firtle and Chirbury School Districts have been withdrawn, while on the north, Willow, Crocus Hill, Hayden and parts of other districts have been added. On the east side the Metropolitan School District and part of Melbrae School District have been excluded from Wainwright while the Independent School District of Hardisty together with three contiguous districts were excluded from Provost.

This co-terminous unit is bounded by the Battle River on the south and east up to the Buffalo Park. The west boundary runs along the range line between ranges 16 and 17, then three miles west and again south for two to three miles to the Battle River. This line divides the Daysland and the Bawlf-Rosalind attendance areas. On the north, the boundary proceeds on the township line between townships 46 and 47 up to the middle of range 14. Then it runs four miles

south, three miles east and two miles south to the township line between townships 45 and 46; then twenty miles east to Vernon Lake, from whence it drops eight miles south and four miles east to the present municipal boundary, thus taking in most of the Metropolitan School District and part of Melbrae School District.

This proposal has 44 townships and 7,195 people (1951 Dominion Census). The total municipal assessment is approximately $10,665,000 giving a per capita assessment of $1,480. The land assessment per township is about $227,000, which is above average. From a school point of view the unit will have 73 divisional and 24 non-divisional teachers making a total of 97 in the inspectorate. In terms of "ability to pay" the school assessment of approximately $11,435,000 provides an assessment per classroom of about $156,000.

The attached map shows the proposed Killam Co-Terminous Area No. 27.

WAINWRIGHT CO-TERMINOUS AREA NO. 22

The Wainwright proposed co-terminous area is bounded by the Buffalo Coulee and the Battle River on the north, the Saskatchewan border on the east and the Buffalo Park on the south. It contains, with only minor adjustments, the present Wainwright Municipal District and small portions of the Flagstaff and the Minburn Municipal Districts. This gives an area which is parallel to the main transportation arteries and contiguous to the towns and villages along these established routes. This pattern of following the main transportation and communication lines has been adopted for the areas in the block between the Battle River and the Saskatchewan River. The Buffalo Park Reserve was left outside of any proposed co-terminous area as it is administered by the Dominion Government.

The new proposal represents only minor changes in the Wainwright School Division. There is a loss of Rodino, Willow View, Metropolitan and parts of other districts, the total effect of which is a loss of four teachers. The area has 64 divisional and 9 non-divisional teachers for a total of 73 in the inspectorate. There are about 1,300 divisional pupils.

The following facts and figures pertain to the area:

Size	38 townships
Population	4,653 (1951 Dominion Census)

Total Municipal Assessment	(approximately)	$ 6,809,000
Approximate land assessment per township		$ 166,200
Approximate total assessment per capita		$ 1,460
Total School Assessment	(approximately)	$9,501,000
Assessment per classroom		$ 148,000

The attached map shows the Wainwright Co-Terminous Area Number 28.

HOLDEN CO-TERMINOUS AREA NO. 29

The Holden Co-Terminous proposal follows closely the pattern established by the Beaver Municipal District and the Holden School Division. According to the plan adopted in the block between Red Deer and the North Saskatchewan River east of the Edmonton-Calgary Highway, the Holden area lies along the main transportation arteries and is contiguous to the towns and villages along these communication lines. It is a comparatively long east to west area but the main railway and highway run lengthwise dividing the unit so that the north and south extremities are not more than fifteen miles distant, generally speaking. The area can therefore be well served.

Since the unit lies parallel to the communication lines running in a south-easterly direction the boundaries, of necessity, are of irregular lines, dropping south and then extending east. The north and south boundaries, therefore, divide the area which is more tributary to the other main transportation arteries running in the same south-easterly direction. The west boundary extends south from Elk Island Park, through Cooking Lake, Ministik Lake and to Oliver Lake, thus following these natural barriers. The east boundary separates the school attendance areas of Kinsella and Viking from those that are in existence in the Wainwright unit. More explicitly, it runs two miles east of the range line between ranges 10 and 11.

The co-terminous unit contains the major portion of the Beaver Municipal District together with parts of the Minburn Municipal District, Flagstaff Municipal District and a small portion from the Camrose Municipal District. The Kingman attendance area, and areas west of Birch Lake and east of Beaverhill Lake have been excluded from the Beaver Municipal District.

The total unit has 41.25 townships and a municipal assessment of approximately $10,130,000. The population, according to the 1951 Dominion Census is 7,970 giving an approximate total per capita assessment of $1,270. The land assessment per township is about $207,600. The adjustments in the school division boundaries leaves an area with 95 teachers and 2,280 pupils. Presently there are 98 teachers in the Holden School Division. The total assessment for school purposes is approximately $12,439,000 providing an assessment per classroom of about $131,000.

The attached map shows the Holden Co-Terminous Area Number 29.

VERMILION RIVER CO-TERMINOUS AREA NO. 30

The Vermilion River co-terminous area comprises the major portion of the Vermilion River Municipal District and a small portion of Minburn Municipal District which is tributary to the town of Vermilion. A strip of land north and south of Rusylvia has been included in the Two Hills unit and a portion in the north bend of the river between Northern Valley and Middle Creek which is tributary to Elk Point has been included in the unit to the north. In range 7 the boundary has been extended four miles farther west in part of township 49, in townships 50, 51 and in the major portion of township 52. The proposed unit also contains the major portion of the Vermilion School Division.

This unit is bounded on the south by the Battle River and on the east by the Saskatchewan border. In the north east corner across the river the boundary follows the present municipal district boundary to the Frog Lake Reserve. It drops south 2-3 miles from this reserve, two miles east of the range line between ranges 2 and 3, then one mile west on the township line, then south in township 55 through the middle of range 3, then west to the river and along the Saskatchewan River to Heinsburg. From Heinsburg the boundary proceeds west for eleven miles. Then the west boundary runs two miles west of the range line between ranges 5 and 6 to the middle of township 53, from whence it proceeds west for six miles, then south for four miles, then west again for three miles before it continues south. The area tributary to Clandonald is thus included in the Vermilion unit. The west boundary runs five miles west of the town of Vermilion and includes the attendance area tributary to Vermilion.

From a point one mile south of the bottom of township 50 the new boundary runs two miles east of the present municipal district line up to the Battle River.

There is no major change in the pattern of the present Vermilion River Municipal District or Vermilion School Division. Two railways run through the area and converge on Lloydminster and a main government highway runs through Vermilion to Lloydminster.

The proposed area is one of the larger areas containing 55.3 townships and 9,815 people (1951 Dominion Census). Its total municipal assessment is about $16,410,700. The per capita assessment is approximately $1,670 and the land assessment per township is approximately $221,500 both of which are above average for the co-terminous areas proposed.

From the school point of view there is little change with respect to the number of teachers and pupils. The adjustments in school districts along the boundaries increases the staff by two teachers and will raise the total from about 111 to 113. With four teachers in the Separate School at Clandonald the inspectorate will contain 117 teachers. There are about 1,800 divisional pupils. The total assessment for school purposes is about $17,273,000 providing an assessment per classroom of approximately $152,800.

The attached map shows the Vermilion Co-Terminous Area Number 30.

MINBURN CO-TERMINOUS AREA NO. 31

The Minburn co-terminous unit lies along the C. N. Railway and Highway 16. It contains the areas tributary to the towns of Vegreville, Innisfree, Minburn and Mannville. This co-terminous unit conforms to the general plan and pattern adopted by the Commission recommending areas along the established transportation arteries.

Generally speaking the boundaries of the proposed area conform closely to those of the Vegreville School Division. As to municipal districts it contains the larger portion of the Minburn Municipal District, a portion of the Eagle Municipal District and a small part of Beaver Municipal District.

Since the unit lies in a south-westerly direction along the main transportation routes, the north and south boundaries run east and west and drop south at intervals.

In determining these boundaries an attempt has been made to divide an area tributary to one main transportation artery from an area tributary to another transportation artery. Community interests and school attendance areas have been preserved as much as possible.

In the south-east corner the Buffalo Coulee provides a natural dividing line. On the east, the proposed boundary runs two miles east from the present municipal line in range 6 to a point one mile below township 50, from whence it proceeds six miles west and then runs north, four miles west of the present municipal line. In this manner the Buffalo Coulee attendance area is included in total while

the attendance area now served by the town of Vermilion is excluded and joined with the unit to the east. On the west, the Eagle Municipal District line was followed up to the bottom of township 53. The boundary was then extended two miles west through township 52 and through a portion of township 51, in order to include an area tributary to Vegreville.

This co-terminous area contains 34.6 townships and 7,166 people (1951 Dominion Census). It has a total municipal assessment of about $9,347,000. The approximate total assessment per capita is $1,300 and the approximate land assessment per township is $250,000. From a school division standpoint there will be an increase of six in the teaching staff raising the total from 76 to 82. The average for all the areas proposed is 80 teachers. With six non-divisional classrooms the inspectorate will contain 88 teachers. The pupil load in the division is about 2,280. The total assessment for school purposes is about $12,424,000 giving an "ability to pay" of about $151,500 per classroom.

The attached map shows the Minburn Co-Terminous Area Number 31.

LAMONT CO-TERMINOUS AREA NO. 32

The Lamont School Division and the Lamont Municipal District are presently very nearly co-terminous; therefore, the Commission's proposal involves only minor changes and adjustments. The North Saskatchewan River, the Elk Island Park and the Beaver Hill Lake provide natural boundaries. On the west the proposed boundary runs one mile east of the range line between ranges 20 and 21 to a point two miles south of the township line between townships 55 and 56. Then the boundary proceeds one mile east and four miles south to the bottom of township 55. On the east the boundary runs through township 57, two miles east of the range line between ranges 15 and 16 to a point two miles below township 57, then one mile west, then ten miles south to the bottom of township 55. Through townships 53 and 54 the boundary coincides with the present municipal boundary. From the top of township 52 the line runs two miles west then eight miles south four miles west and two miles north to the municipal line to include most of the Moscow School District.

Only minor changes were made to the present municipal figures. The area contains 27.17 townships and a population of 8,713 (1951 Dominion Census). The total municipal assessment is about $9,925,000. Since the population is heavy the assessment per capita is approximately $1,140. The land assessment per township is

approximately $329,000. This is one of the most highly assessed areas per township.

There is little change in the Lamont School Division. The teacher load is about 100 and the pupil load is 2,480. The total school assessment is approximately $13,001,000 providing an "ability to pay" of about $130,000 per classroom.

The attached map shows the Lamont Co-Terminous Area Number 32.

TWO HILLS CO-TERMINOUS AREA NO. 33

The Two Hills Co-Terminous proposal comprises the greater part of Eagle Municipal District, a part of the Vermilion River Municipal District and the portion of the St. Paul Municipal District lying across the river from Duvernay. This latter portion between the River and the Saddle Lake Reserve is now served by the Two Hills School Division. A bridge at Duvernay makes it possible to serve the area municipally. In conformity with the pattern adopted by the Commission the unit lies along the Canadian Pacific Railway and Highway 45, containing the areas tributary to the towns of Willingdon, Hairy Hill, Two Hills, Myrnam and Derwent. The main transportation arteries run lengthwise through the area dividing it so that no part is far from the communication lines. Both school and municipal services can therefore, be well maintained. That portion of the Eagle Municipal District extending to the Vegreville area and to the other communication artery has been included in the Vegreville-Minburn Unit.

Outside of the Brosseau district south of the Saddle Lake Reserve the unit is bounded on the north by the Saskatchewan River. From a point two miles below township 56 and two miles west of the range line between ranges 7 and 8, the north boundary proceeds 12 miles due east. On the south the boundary runs as follows: from Maughan, one mile south of the present municipal line to Emilien Lake, then on the municipal line to Vermilion River then one mile north of the municipal line on the Plain Lake area to the end of range 12. From here an irregular boundary line has been determined which separates the Vegreville from the Two Hills area

and proceeds north of Warwick to the range line between ranges 15 and 16. The west boundary runs along this range line for four miles in township 54, then one mile east of the range line to a point in the Whitford Lake two miles below township 57, then one mile east, eight miles north and one mile east to the river. On the east side the boundary runs two miles west of the township line between townships 5 and 6 and proceeds through Rusylvia School District, then west and south to exclude the area which is tributary to Clandonald.

As to the school division, the changes were of a minor nature. Part of the north-east portion has been excluded as well as the three school districts of Bella, Henley and Lake Eliza which lie across the river. The Hamburg, Buczacz and Leszniew School Districts in greater part have been included in the area to the south. There were some minor adjustments on the west boundary. The total effect is a loss of about six teachers and about 200 pupils. The new proposal has 80 teachers and about 2,250 pupils (80 teachers is the average for co-terminous areas proposed). The total assessment for school purposes is approximately $8,882,000 giving a per classroom assessment of about $111,000.

From a municipal standpoint this area has an assessment of about $6,990,000 with a land assessment per township of approximately $208,400. It contains 29.6 townships and 7,978 people (1951 Dominion Census).

The attached map shows the Two Hills Co-Terminous Area Number 33.

STRATHCONA CO-TERMINOUS AREA NO. 34

The Strathcona co-terminous proposal contains the present Municipal District of Strathcona with a small addition in the Bruderheim area. Since the Leduc Municipal District was extended west and a school division made co-terminous with this larger municipal district, it was necessary to divide the present Clover Bar School Division. This was done along the present municipal lines. Hence this area contains that portion of the Clover Bar Division within the Strathcona Municipal District. This is a small area contiguous to the City of Edmonton, but it has heavy responsibilities and increasing urban problems.

This area is bounded by the Saskatchewan River, Elk Island Park and Cooking Lake. On the south the present municipal district line between townships 50 and 51 forms the boundary. This line also provides a division between the school attendance areas of East Edmonton and Leduc. On the east the boundary runs south from the Saskatchewan River one mile east of the range line in range 20 to a point two miles south of the township line between townships 55 and 56, then one mile east and four miles south to the present municipal district line.

This unit contains 15.58 townships and 7,157 people (1951 Dominion Census) with a density of population of about 460 per township. It has a total municipal assessment of about $21,478,000. The approximate assessment per capita is $3,010 and the approximate assessment per township is $423,200.

From a school division standpoint the unit has about 70 teachers and 1,900 pupils, with a high probability of increasing beyond this figure. The assessment for school purposes is about $22,263,000 providing a very high assessment per classroom of approximately $318,000.

The attached map shows the Strathcona Co-Terminous Area Number 34.

LEDUC CO-TERMINOUS AREA NO. 35

The Leduc co-terminous proposal comprises the Leduc Municipal District and the northern portion of Improvement District No. 76 west to the Saskatchewan River. It contains part of the Clover Bar School Division and part of the Strawberry School Division. The unit conforms to the plan adopted by the Commission covering the area from Red Deer to Edmonton west of the main highway, i.e., to extend the municipal districts west and to propose co-terminous units running in an east-west direction.

On the north and west this unit is bounded by the Saskatchewan River. The south boundary from the Saskatchewan River to Pigeon Lake runs three miles south of the township line below township 48. This includes the school attendance areas tributary to Breton, Warburg and Thorsby. The boundary then runs through Pigeon Lake and proceeds north for 3 to 4 miles to include the Sandholm School District, then east to the 5th meridian. From the 5th meridian the south boundary runs along the present municipal line to a point two miles west of the range line between ranges 24 and 25, then one mile north of the township line for 16 miles to a point two miles east of the range line between ranges 22 and 23. From this point the east boundary runs north for eight miles, then east for five miles, thus excluding an area tributary to Hay Lakes. Then the boundary proceeds north for four miles and zig-zags through a chain of lakes to the present municipal line between townships 50 and 51 which constitutes the remaining portion of the north boundary.

This area lies along Highway 39 and the branch railway from Leduc to Breton. These communication routes run from west to east making the contiguous area tributary to Leduc. The main Edmonton-Calgary railroad and highway run north and south through Leduc.

From a municipal point of view the proposed unit contains 38.75 townships and 12,427 people (1951 Dominion Census). Its total municipal assessment is about $18,337,000 giving an approximate per capita assessment of $1,480. The approximate land assessment per township is $238,800 which is above average.

The school division will contain about 134 classrooms made up of 80 classrooms from the Clover Bar Division and 54 from the Strawberry Division. With eight rooms in the independent town of Devon the inspectorate will contain about 142 teachers. The total school assessment is approximately $20,778,000 giving the whole divisional area an assessment per classroom of about $155,000.

The attached map shows the Leduc Co-Terminous Area No. 35.

SPECIAL AREAS

In its terms of reference the Commission was given the responsibility of determining whether or not any part of the Special Area be withdrawn and added to newly created co-terminous areas. The Co-Terminous Boundary Commission's Interim Report of 1953 recommended that the Bow West Special Area be incorporated into a co-terminous unit. This was subsequently introduced.

The remaining part of the Special Area was also studied carefully in terms of information available on assessment, agricultural reports, transportation routes and the arrangements for schools. Following this it was concluded that certain parts of the Special Area adjacent to Bodo, Veteran and Craigmyle could be added to the respective co-terminous units of Provost, Castor and Morrin-Craigmyle. While there are other isolated portions in the Special Area which might also warrant inclusion in terms of productivity of the soil their very isolation indicated that they should remain a part of the Special Area Administration.

The Commission also considered the effect of their recommendations upon the School Divisions which are wholly or partly in the Special Areas. This report would reduce the size of the Neutral Hills School Division No. 16 and the Sullivan Lake School Division No. 9 but it would not interfere with Berry Creek School Division No. 1 and Acadia School Division No. 8. Furthermore it should be noted that Medicine Hat School Division No. 4 extends into the Special Area which lies south of the Red Deer River.

The Commission is of the opinion that the conditions governing the administration of the Special Area are such that it would be best if the outside boundary of the Special Area coincided with that of the School Divisions serving the people of this territory. Two exceptions still exist after the adjacent municipalities and school divisions were made co-terminous:

1. Acadia Municipal District No. 34 and
2. that part of the Special Area in the Medicine Hat School Division.

Acadia Municipal District No. 34

The Commission concluded that no change should be made in Acadia Municipal District No. 34. It is much too small to be a School Division and the surrounding territory should not be taken out of Special Area. In other words it should continue as a municipality and be a part of a school division which extends into the Special Area.

Medicine Hat School Division No. 4

The Commission has recommended that the Medicine Hat School Division should be co-terminous with the Improvement District, or districts as the case may be, and not include any of the Special Area. In this way there are only two administrating bodies involved in the co-terminous area - a Board of Trustees and the Department of Municipal Affairs. If at some future date it be considered advisable to establish municipal government in the Medicine Hat Unit, an area

extending to the South Saskatchewan River might be possible but one extending to the Red Deer River and into that part of the Special Area north of the "British Block" and south of the Red Deer River would be impractical.

In proposing those co-terminous units that surround the Special Area the Commission has left a region which, with the exception of 12 townships in Acadia Municipal District No. 34, is all under the municipal jurisdiction of the Special Area Board. From a school point of view this region includes the major portions of the Neutral Hills School Division and the Sullivan Lake School Division, all of Berry Creek and Acadia School Divisions and a minor part from the Medicine Hat School Division. This indicates that some reorganization of the School Divisions in this region will be needed and it is the Commission's recommendation that this is the function of the Department of Education.

MEDICINE HAT CO-TERMINOUS AREA NO. 1

This area consists of four Improvement Districts and part of a Special Area, with the Medicine Hat School Division No. 4 superimposed thereon. In the northern part there is situated the Army Experimental Range, under the complete jurisdiction of the Federal Government.

It is an area of sparse population, low assessment and great distances, with cattle ranching and large scale wheat farming predominating. This situation will no doubt change in the near future with the development of irrigation in certain parts of the area.

In view of these conditions the Commission is not prepared to recommend that a municipal district be established in the area co-terminous with the school division already in existence. However, once the irrigation scheme is completed and in operation and settlement in the irrigated areas well established the Department of Municipal Affairs might examine the possibility of the formation of a municipal district in at least the more productive part of the area.

(*) The Commission would recommend however, that in order to make the School Divisions in the Special Areas and the Special Areas co-terminous, which would be desirable because of the special considerations pertaining to the Special Areas, that the

(*) The Boundary Commission does not recommend any change in the status or boundaries of the Municipal District of Acadia No. 34. In actuality therefore, the school division or divisions in the Special Areas will also include this municipal district.

part of the Medicine Hat School Division north of the Army Experimental Range and the South Saskatchewan River be separated from the Medicine Hat School Division and added to a school division at present in the Special Areas. The Commission does not indicate to which specific School Division this area should be added as no doubt reorganization of School Divisions in the Special Areas will be required as a result of boundary adjustments ensuing from the report of the Commission. If this is done it would be desirable to extend the boundary of the Special Area and the School Division nine miles south of the existing Special Areas boundary in ranges 8,9, and 10 between the Army Experimental Range and the east boundary of the County of Newell, that is, to the township line between townships 18 and 19. The area immediately south of this line, for approximately 18 miles is practically uninhabited, there are no school children and the established school districts are not in operation. In the area recommended to be added to the Special Areas and the the particular school division in the Special Areas of which it would form a part, there are operating school districts, with some students being centralized at Iddesleigh, a hamlet already in the Special Areas. Another consideration is that the main road from Empress through to Brooks goes south from Iddesleigh for a short distance through the present I.D. No. 22 till it turns west to meet the County of Newell line. It would seem desirable that this main district highway should be all under one jurisdiction until it joins with the County line.

The implementation of the above recommendations would leave the Medicine Hat School Division No. 4 co-terminous with Improvement Districts 1, 11, 21 and 22. The Commission does not recommend that the four Improvement Districts be amalgamated, as they are administered under the one jurisdiction. The amalgamation, if any, of the four Improvement Districts is a decision that should be left with the Department of Municipal Affairs.

The following table compiled by the Commission to determine whether or not Improvement Districts 1, 11 and 21 could be given local self-government for municipal purposes, is self-explanatory. Specific reference is made to three items. The land assessment per township is only $44,114 compared with an average of $215,140 for all other co-terminous areas dealt with in this report and the first interim report. The total assessment per capita is $1,183, compared with the over-all average of $1,477. The percentage of assessed or titled land in the Improvement Districts noted is only 45%. 24% of the 1952 revenue of the three Improvement Districts was derived from cultivation and grazing leases. The financial dependency of the area would depend to a very large extent therefore, on the productivity of the area, which has fluctuated greatly over a period of years.

	I.D. 1	I.D. 11
No. of Townships	26.6	33.3
Population	92	2,337
Land Assessment	$ 101,130	$2,495,288
Improvements	28,320	225,590
Personal Property	50,670	344,640
Total Assessment	180,120	$3,065,518
Population per Township	3.5	70.0
Land Assessment per township	38,019	74,934
Total Assessment per Capita	1,958	1,312
Land Assessment per acre	3.41	4.23
Percentage of assessed acreage to total	4.8	77.0
Assessed Acreage	29,698	590,218
Total Acreage	612,864	767,232

	I.D. 21	Total
No. of Townships	26.8	86.7
Population	1,605	4,034
Land Assessment	$1,228,290	$3,824,708
Improvements	236,790	490,700
Personal Property	60,235	455,545
Total Assessment	1,525,315	4,770,953
Population per Township	60.0	47.0
Land Assessment per Township	45,832	44,114
Total Assessment per Capita	950	1,183
Land Assessment per Acre	4.31	4.23
Percentage of assessed acreage to total	46.0	45.0
Assessed Acreage	285,062	904,978
Total Acreage	617,472	1,997,568

Separate statistics are shown hereunder for Improvement District No. 22, although it is similar in nature to the other Improvement Districts, its ability to pay is so far below even the other Improvement Districts that it was not even considered as part of a municipal district in this area.

	I.D. No. 22
No. of Townships	21.5
Population	605
Land Assessment	$ 192,565
Improvements	50,605
Personal Property	35,685
Total Assessment	278,855
Population per Township	28
Land Assessment per Township	8,956
Total Assessment per Capita	460
Land Assessment per Acre	2.31
Percentage of assessed acreage to total	17
Assessed Acreage	83,497
Total Acreage	495,360

The attached map shows the Medicine Hat Co-Terminous Area Number 1.

Respectfully submitted,

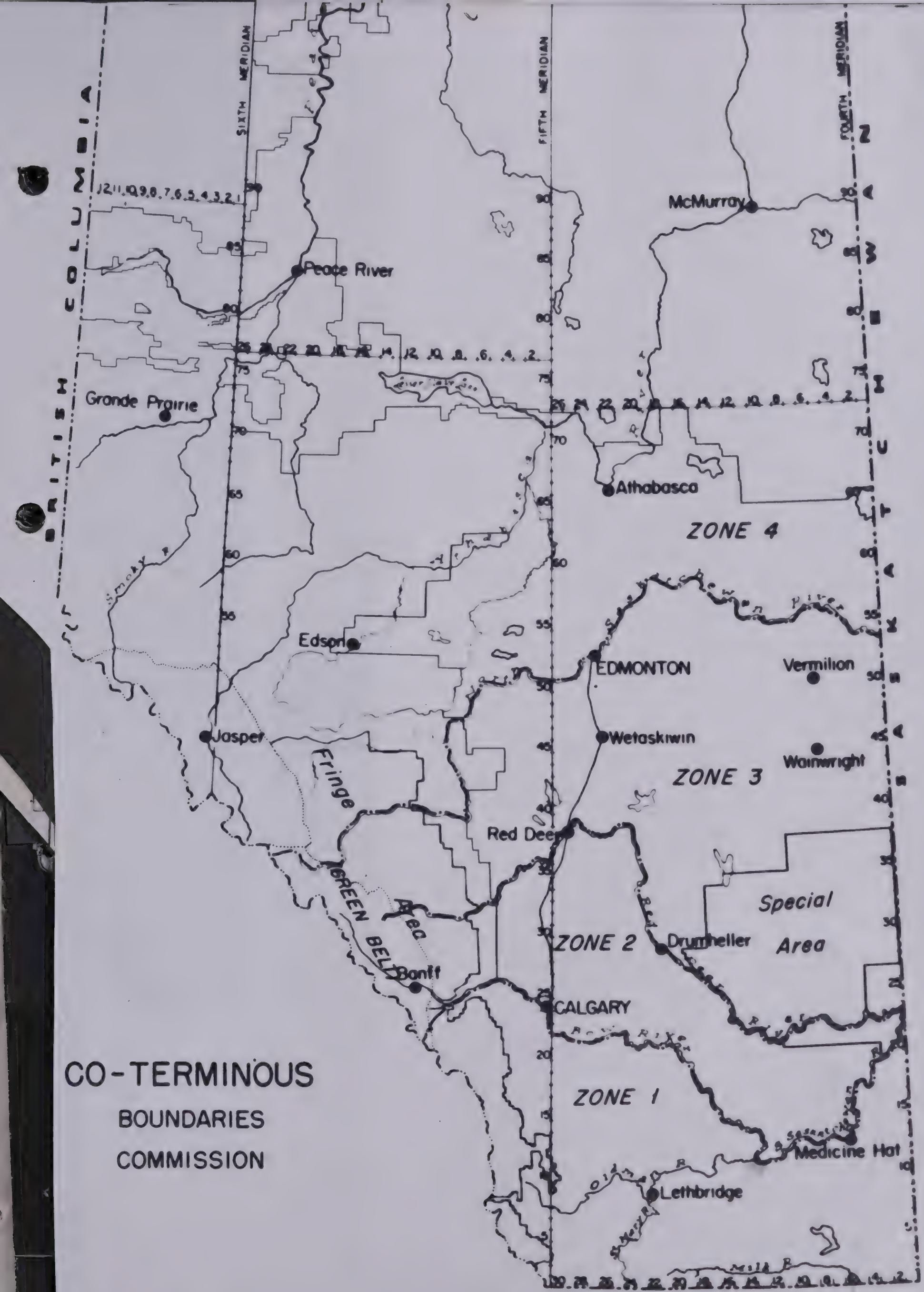
W. J. Dick, M.Sc., M.E.I.C., P. Eng.
Commissioner (Chairman)

J. M. Griffiths
Commissioner

A. W. Morrison
Commissioner

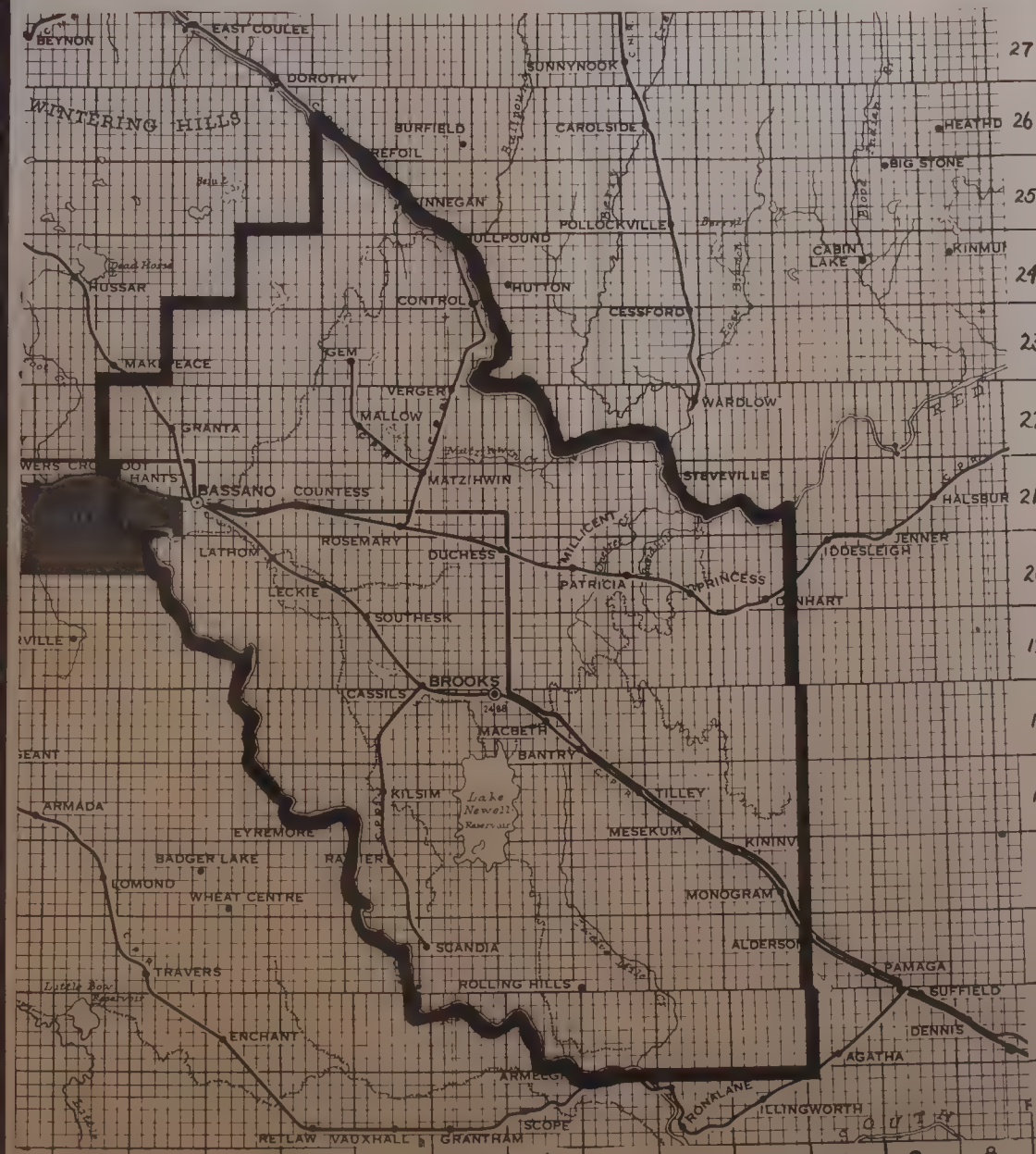
J. M. McKay
Commissioner

A. W. Reeves, M.A., Ed. D.
Commissioner

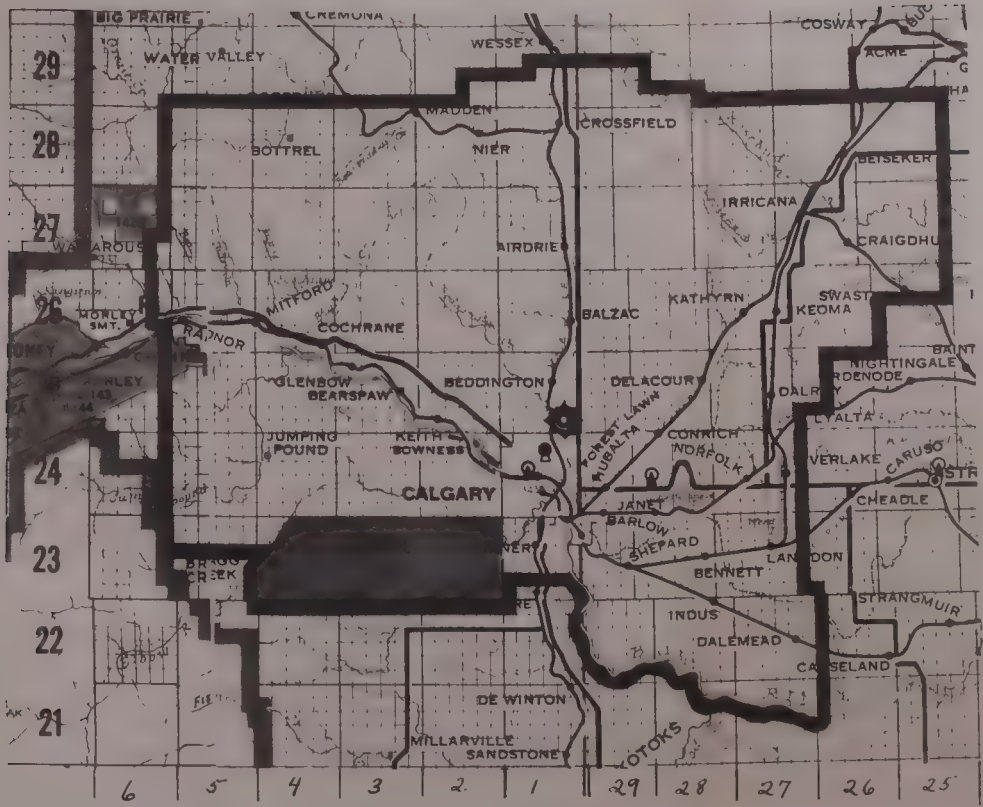


CO-TERMINOUS
BOUNDARIES
COMMISSION

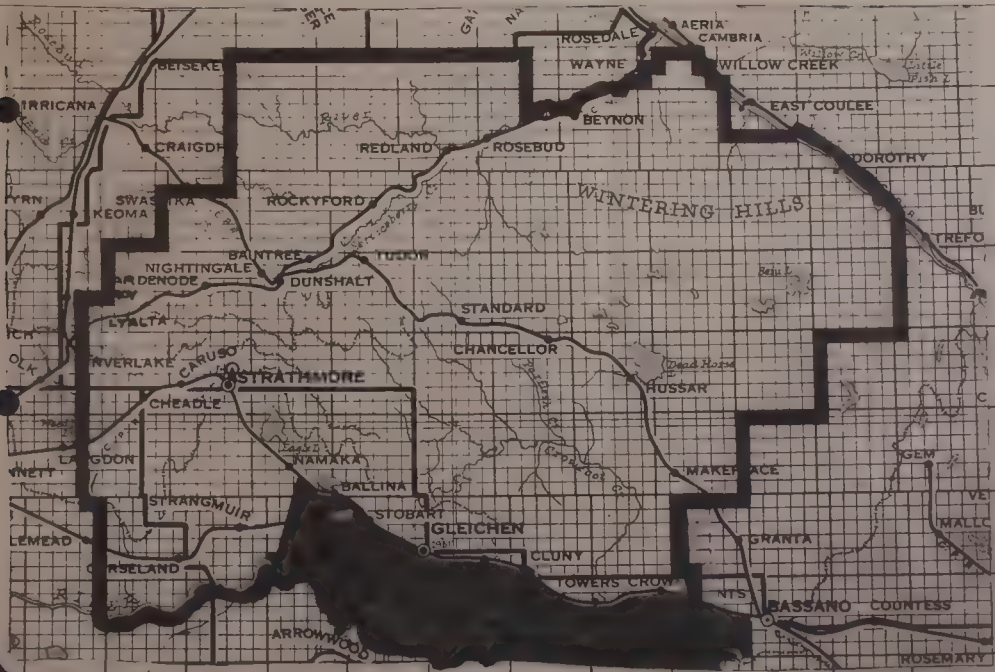
Newell Co-Terminous Area No. 9



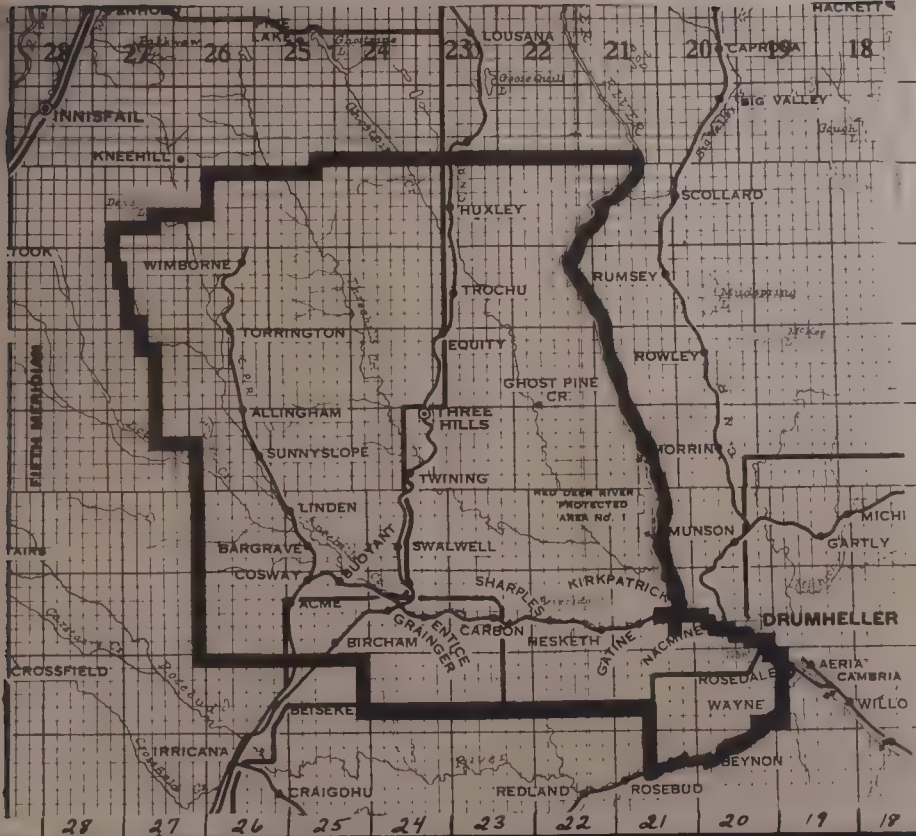
Calgary Co-Terminous Area No. 12



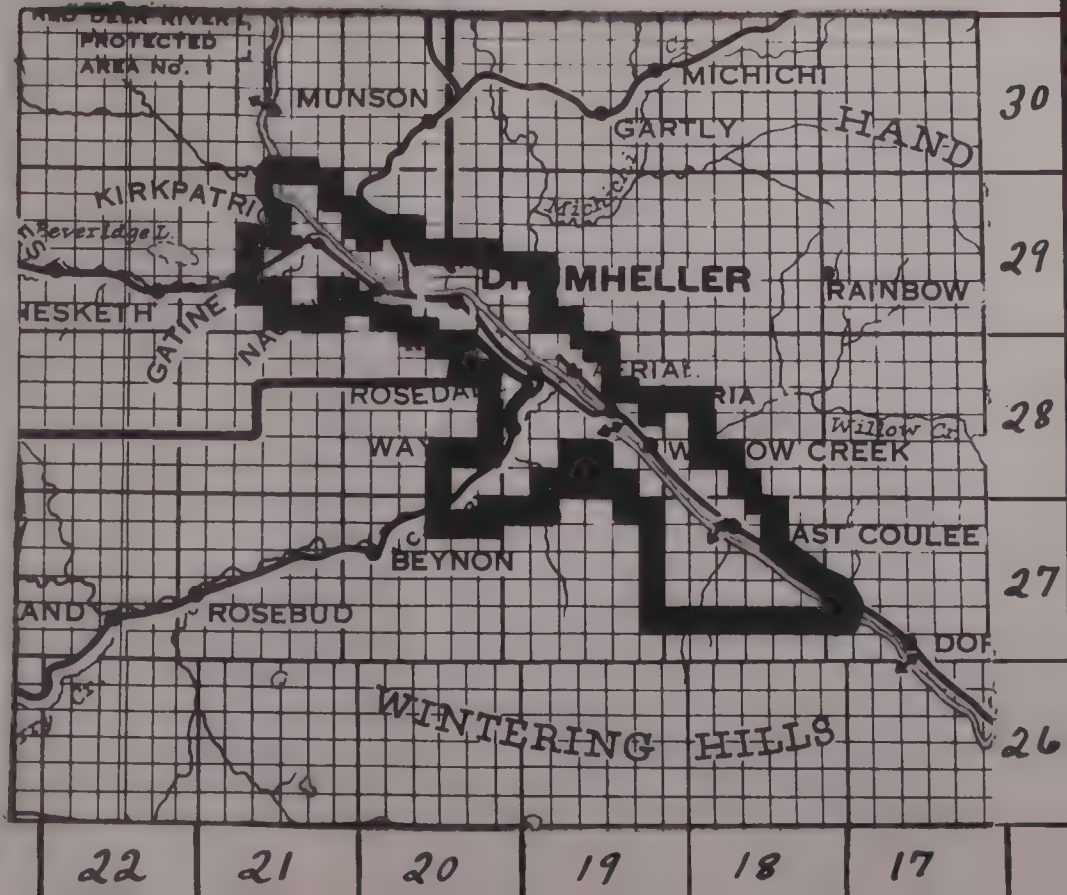
Strathmore Co-Terminous Area No. 13



Three Hills Co-Terminous Area No. 14

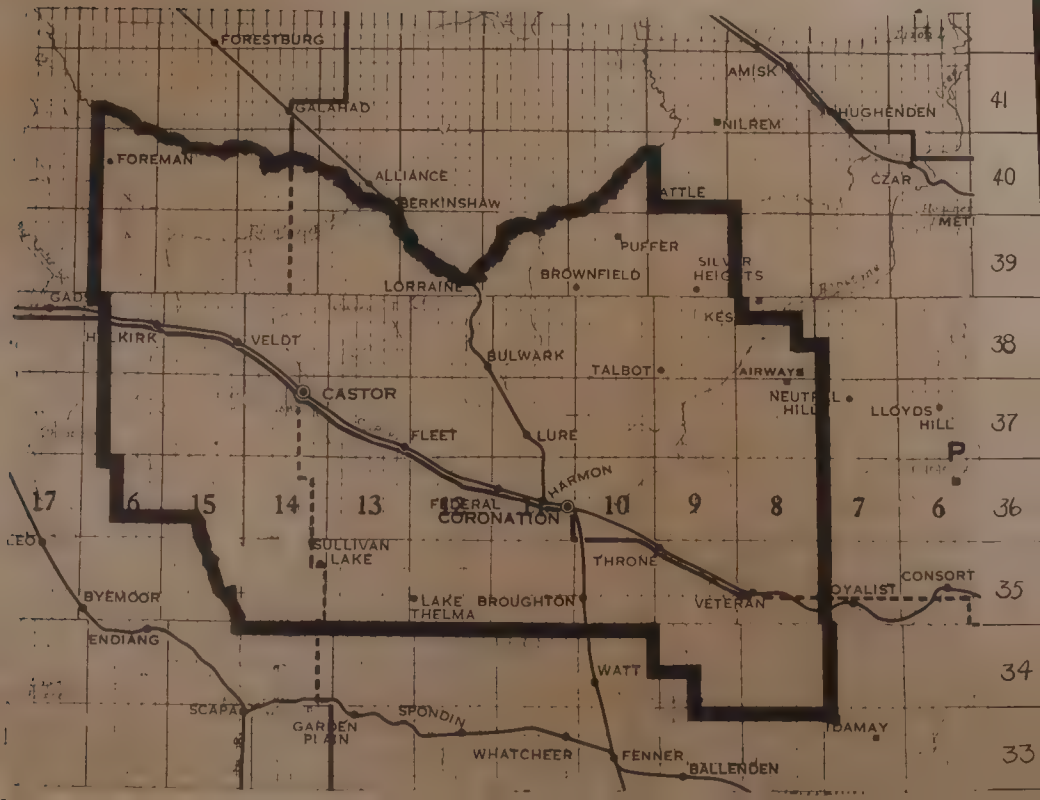


Drumheller Co-Terminous Area No. 15

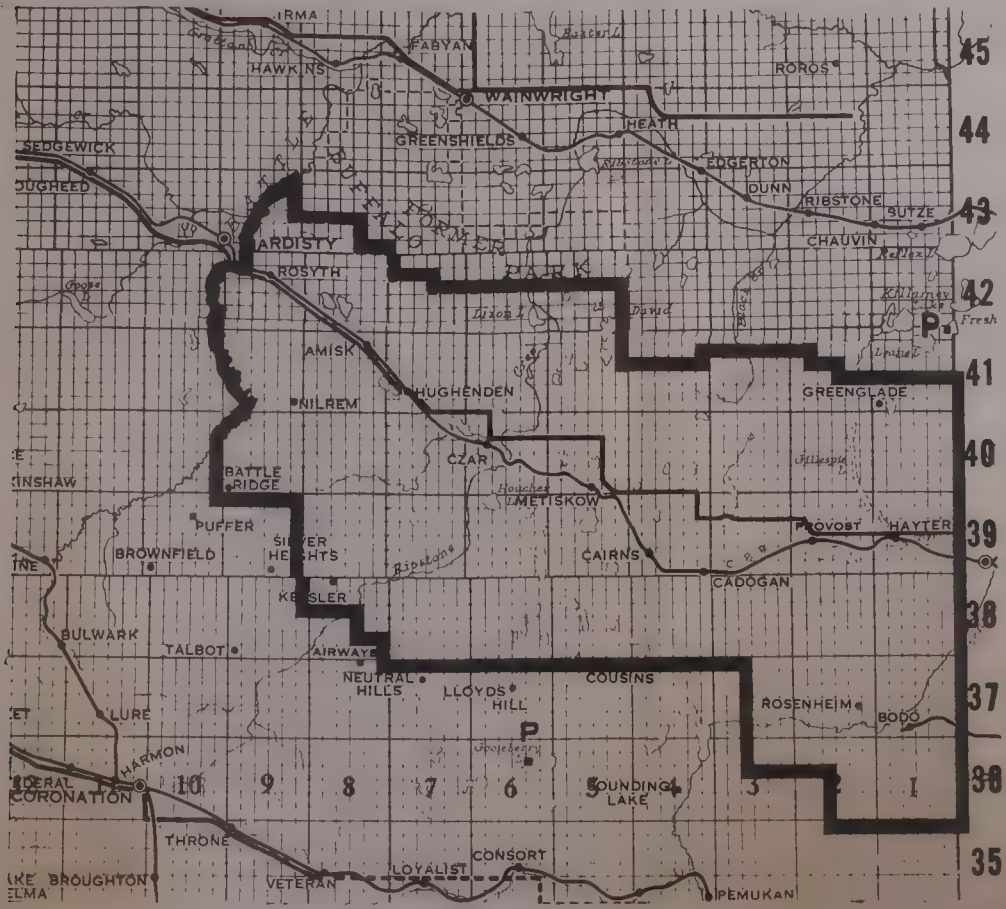


Morrin Craigmyle Co-Terminous Area No. 16

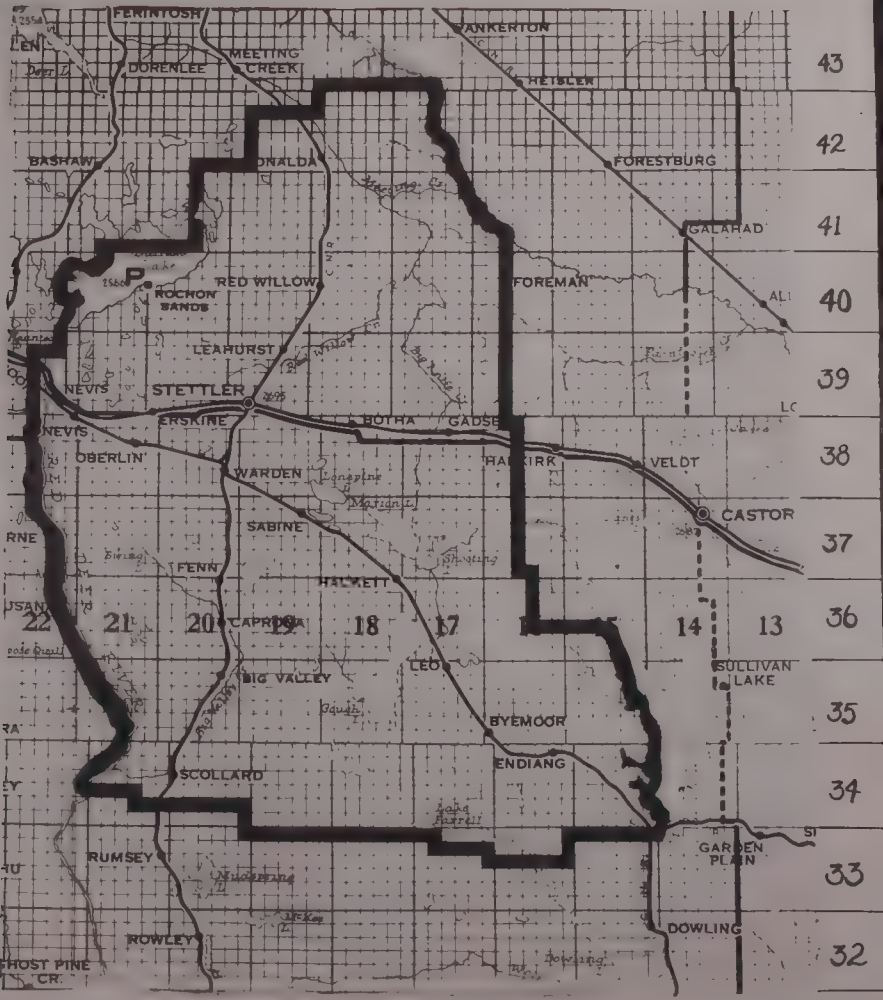
Castor Co-Terminous Area No. 17



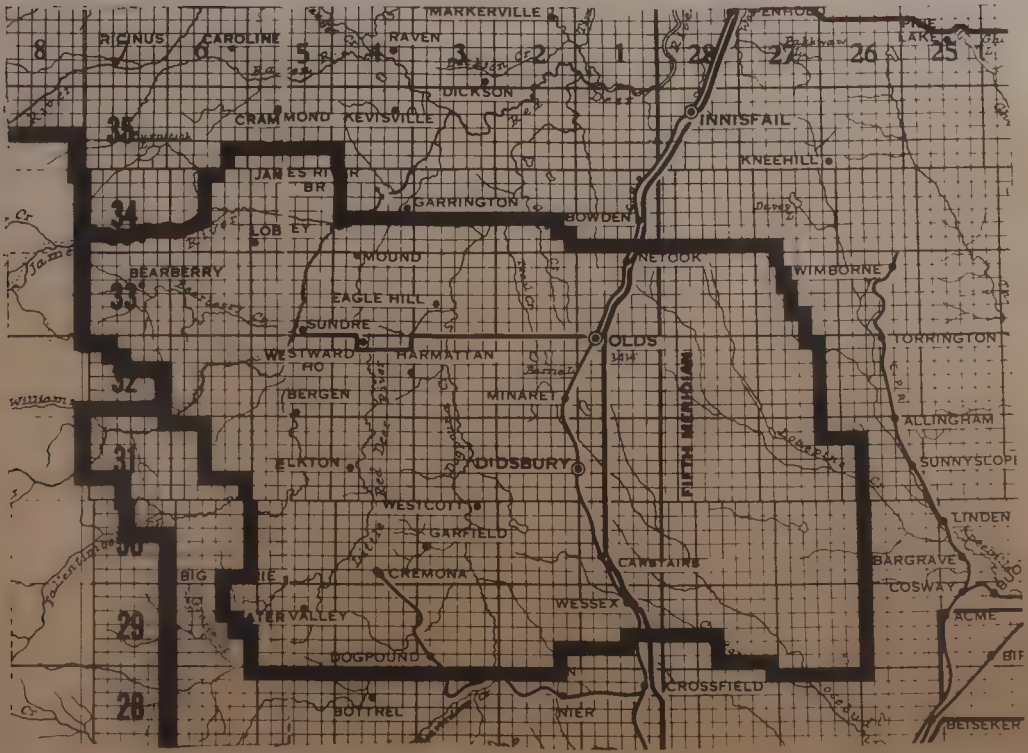
Provost Co-Terminous Area No. 18



Stettler Co-Terminous Area No. 19

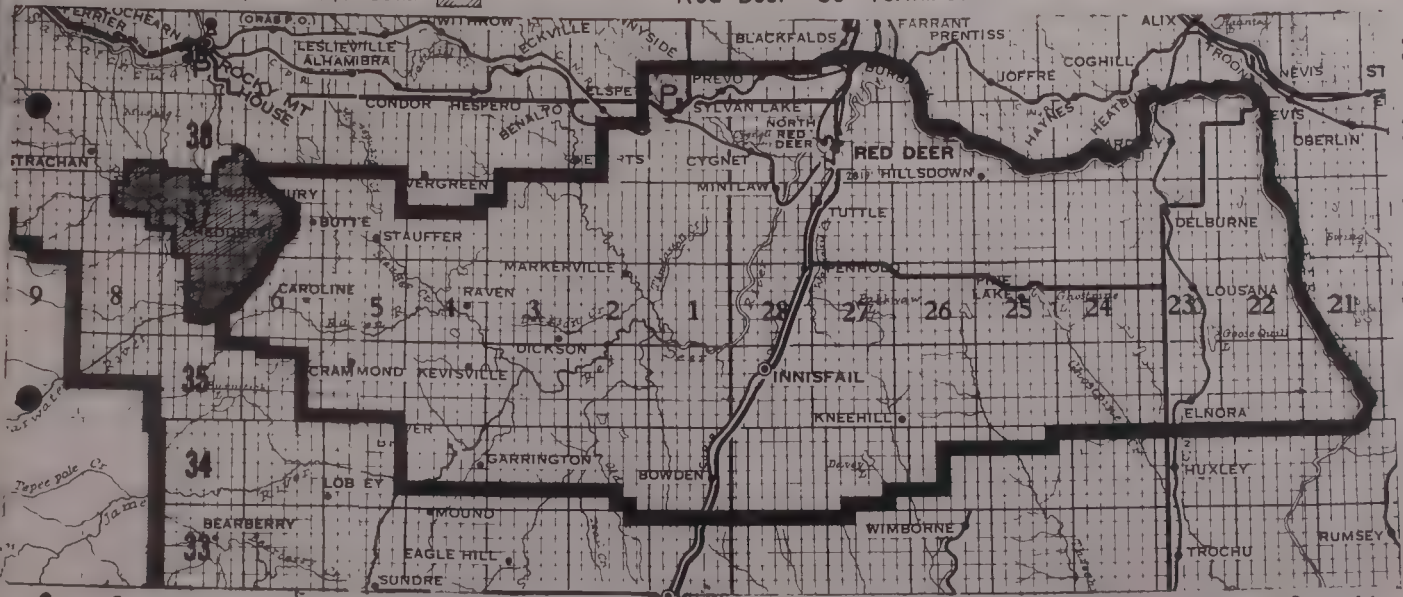


Olds Co-Terminous Area No. 20



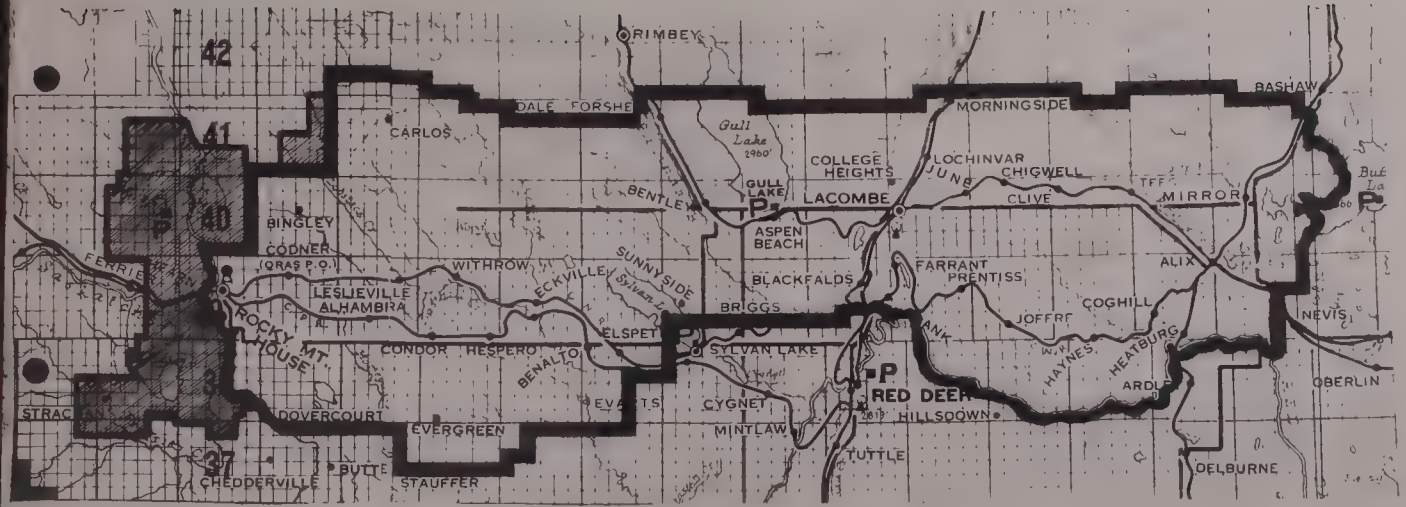
School Division beyond Municipal District

Red Deer Co-Terminous Area No. 21

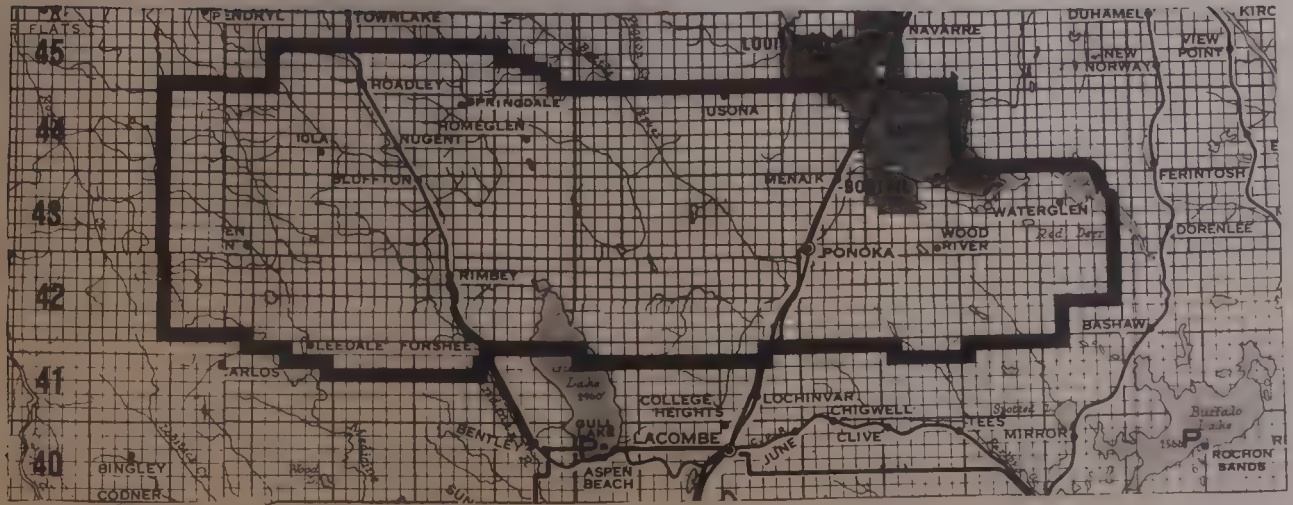


School Division beyond Municipal District

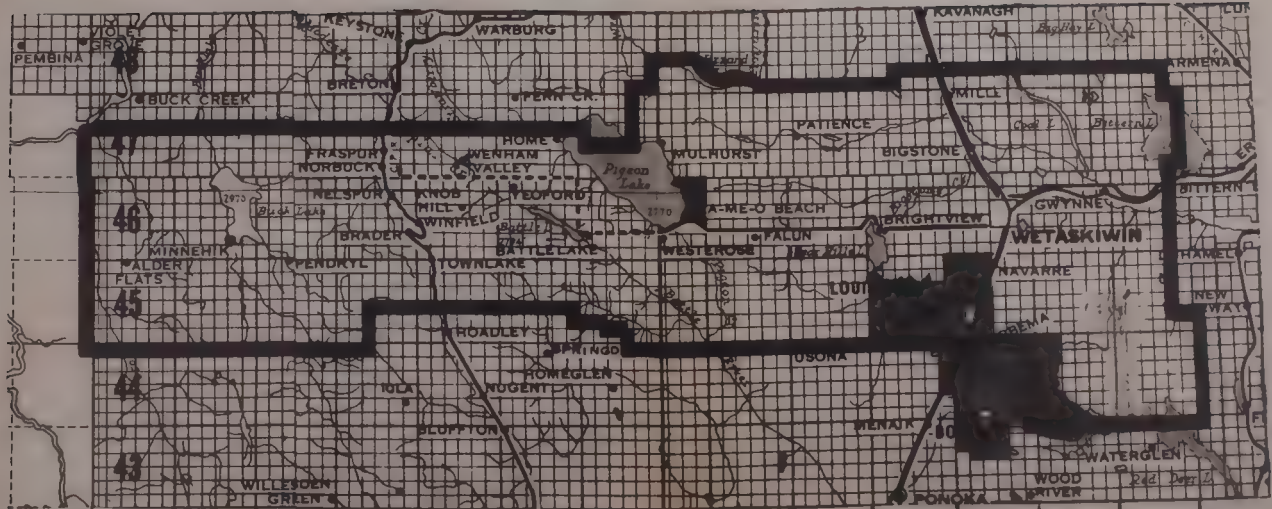
Lacombe Co-Terminous Area No. 23



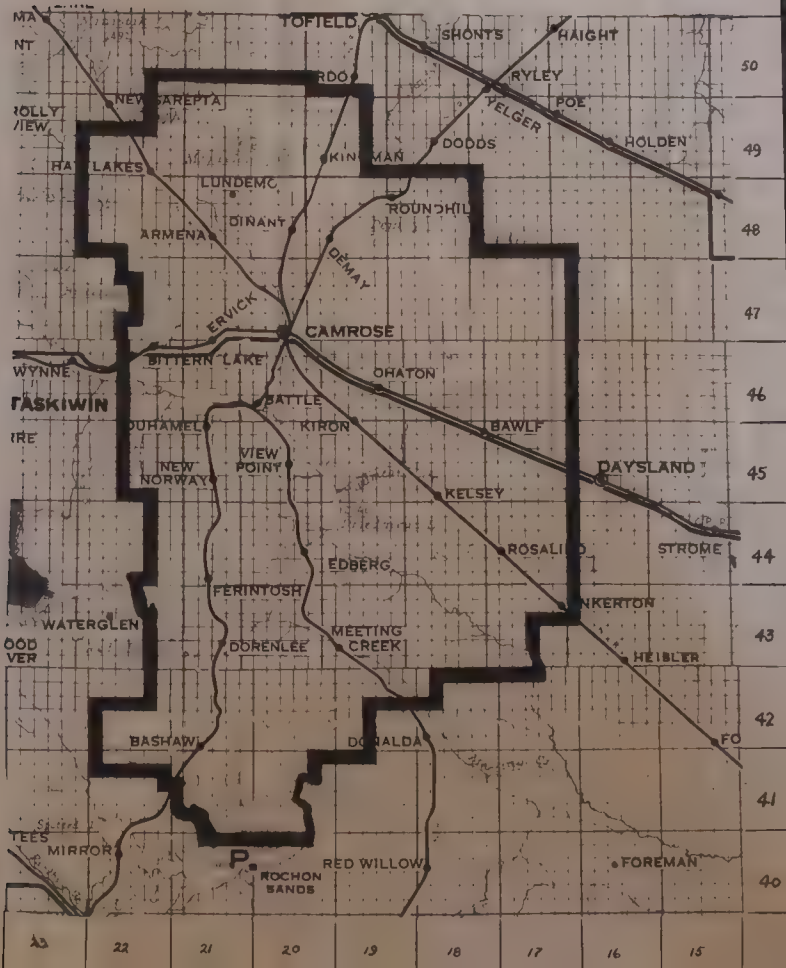
Ponoka Co-Terminous Ared No. 24

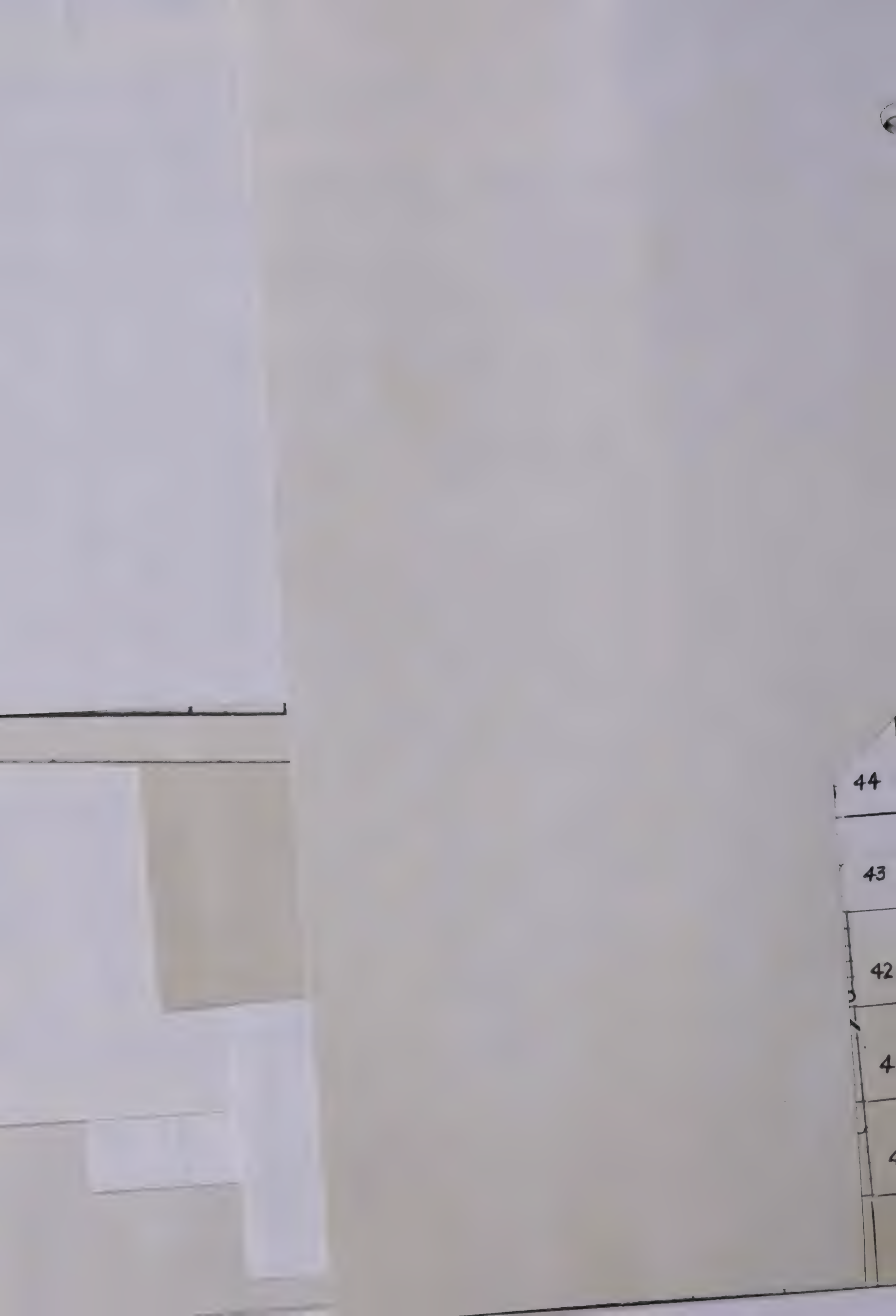


Wetaskiwin Co.—Terminous Area No. 25



Camrose Co-Terminous Area No. 26




44
43
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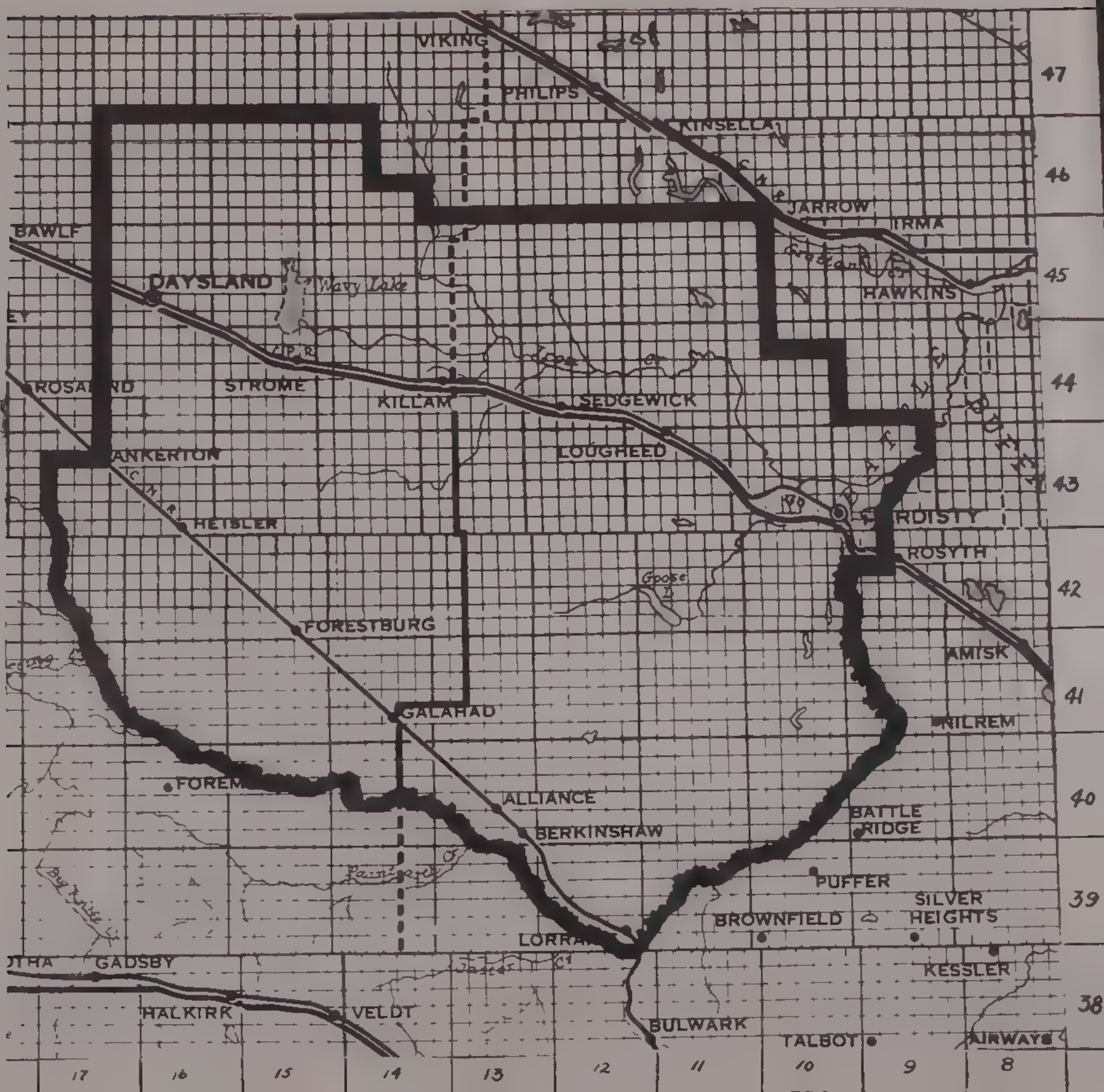
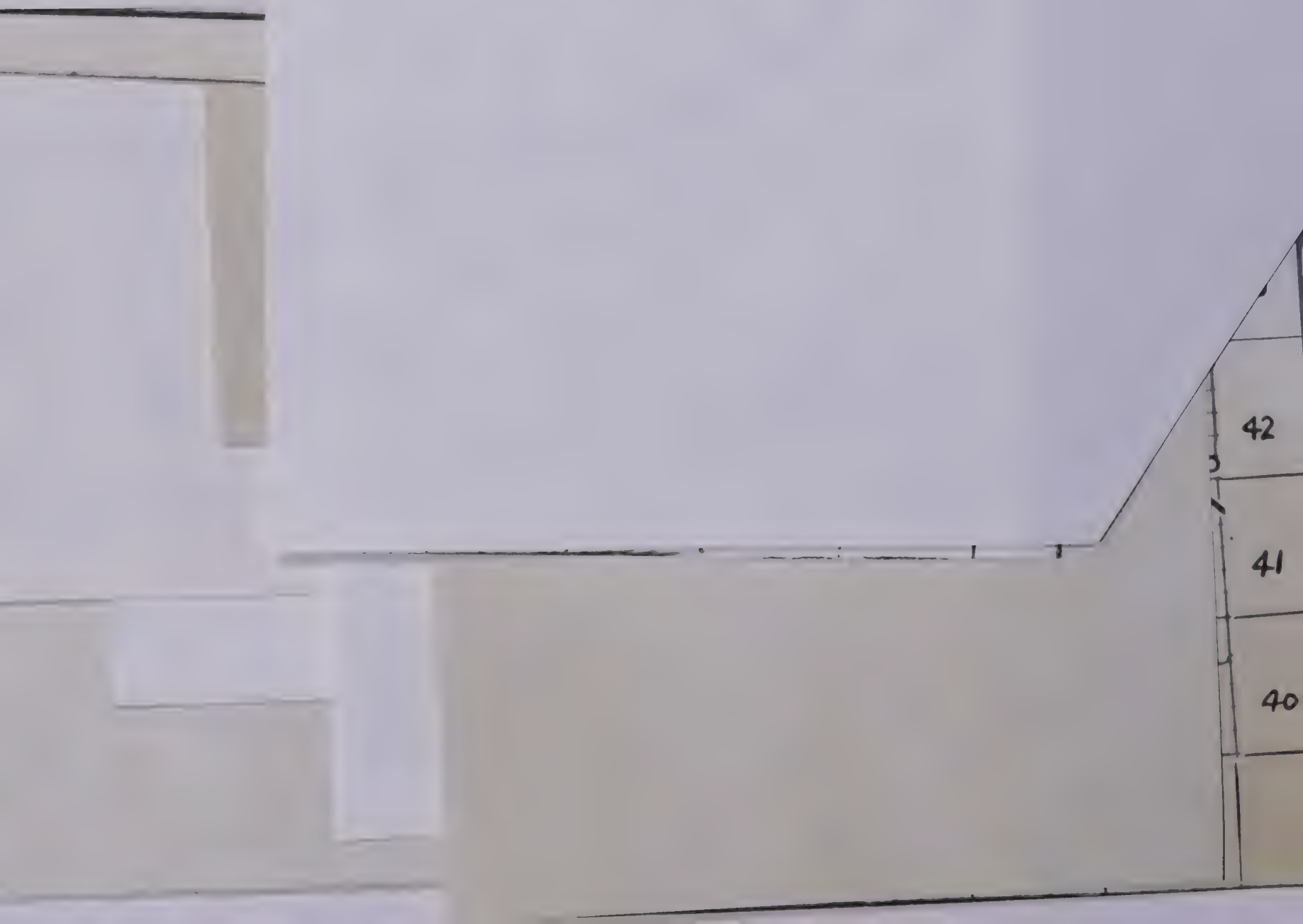
Killam Co-Terminous Area No. 27

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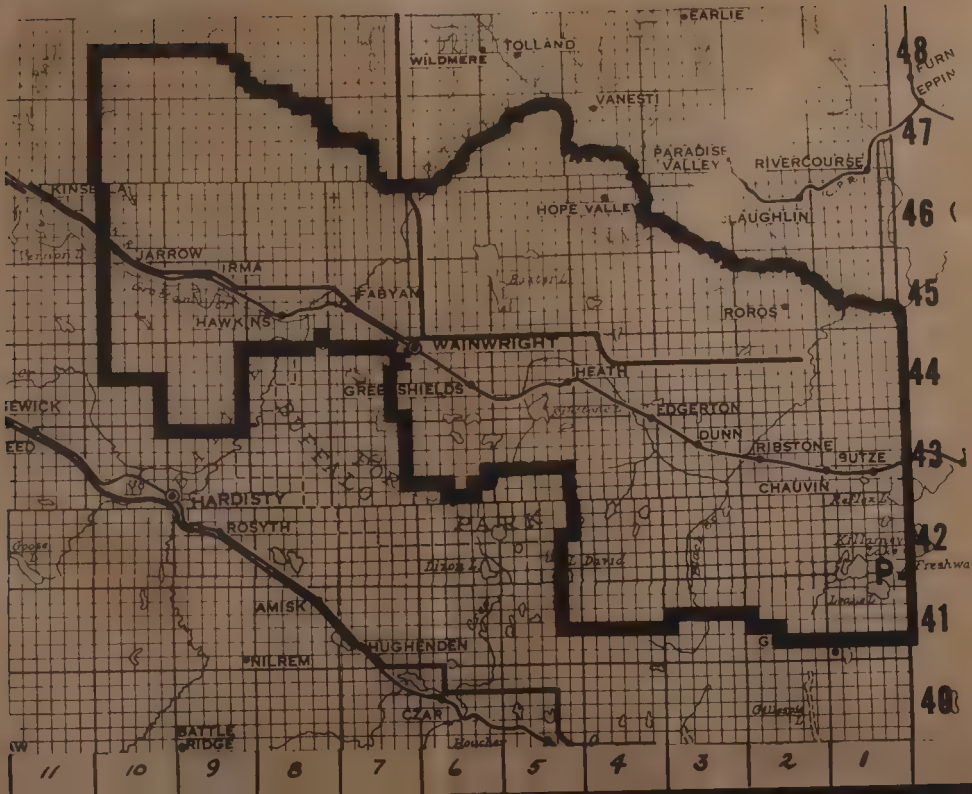

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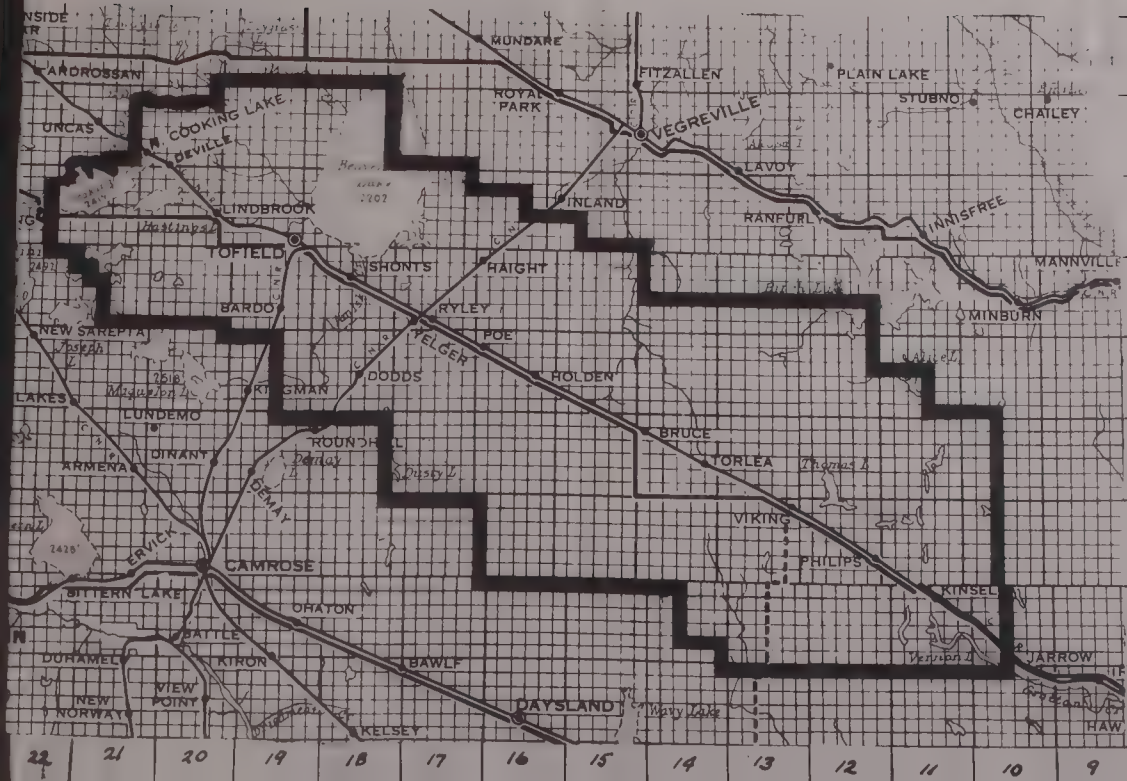

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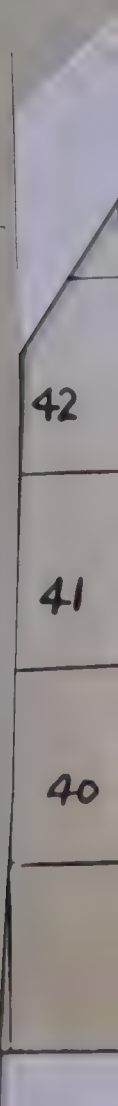
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41
40

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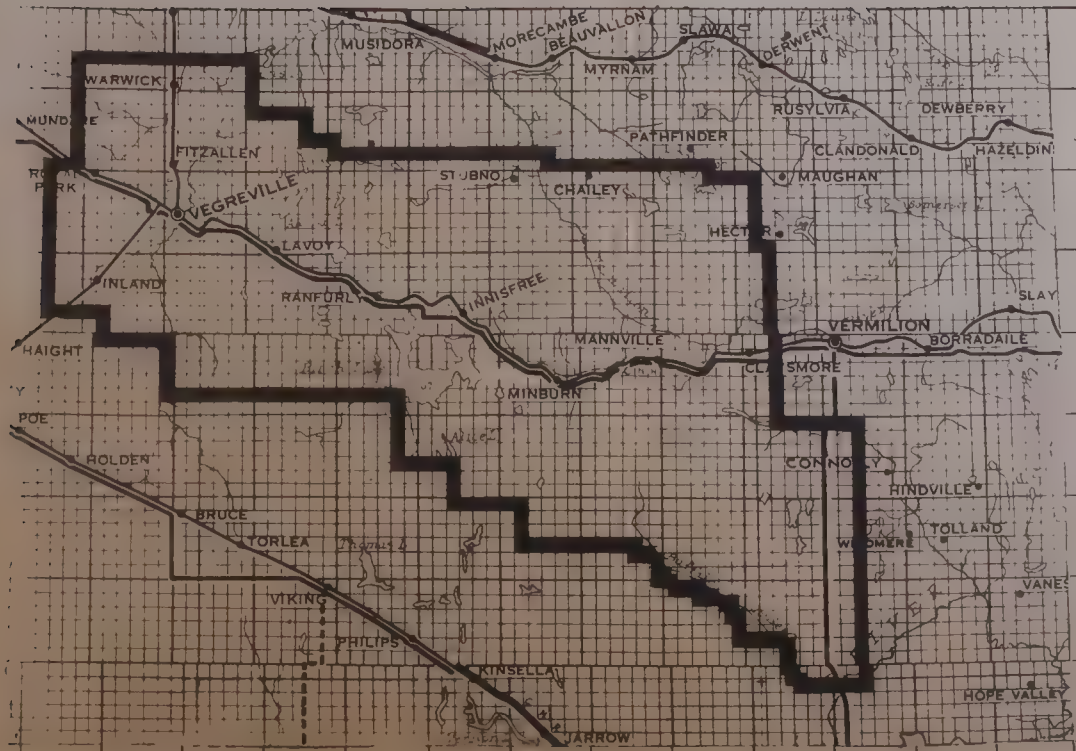

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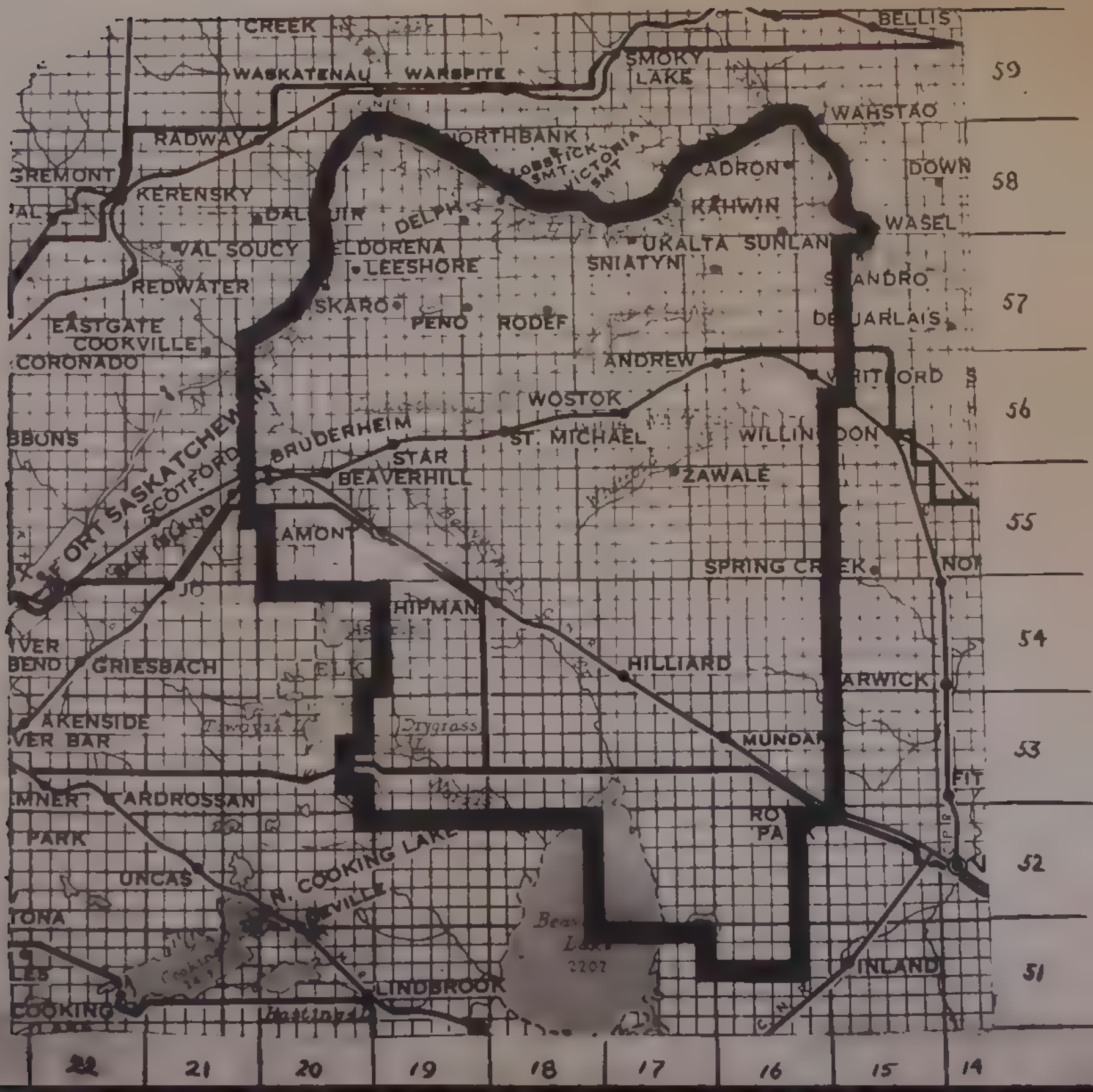

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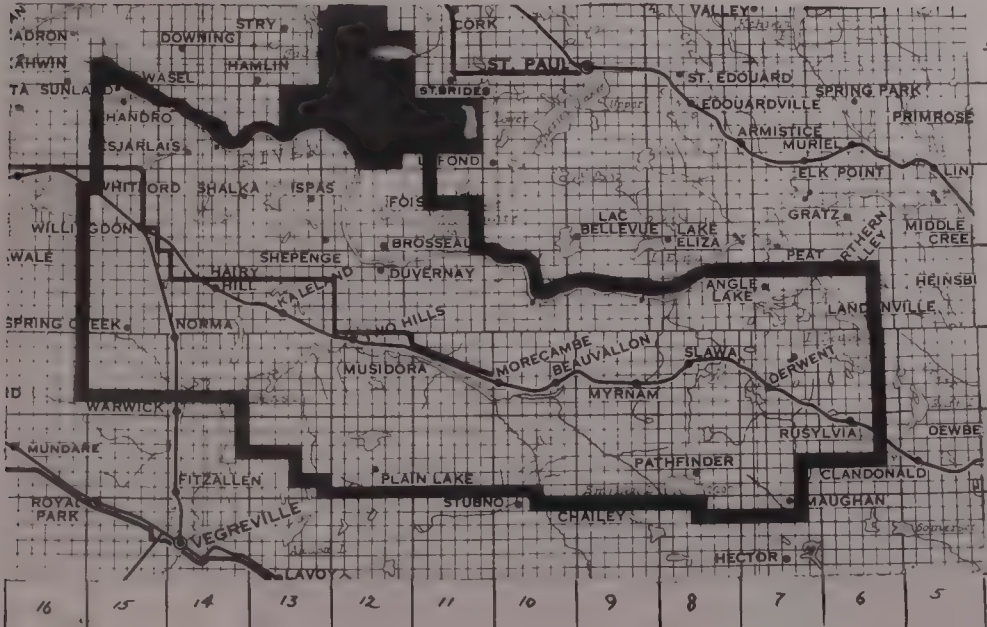
Two Hills Co-Terminous Area No. 33



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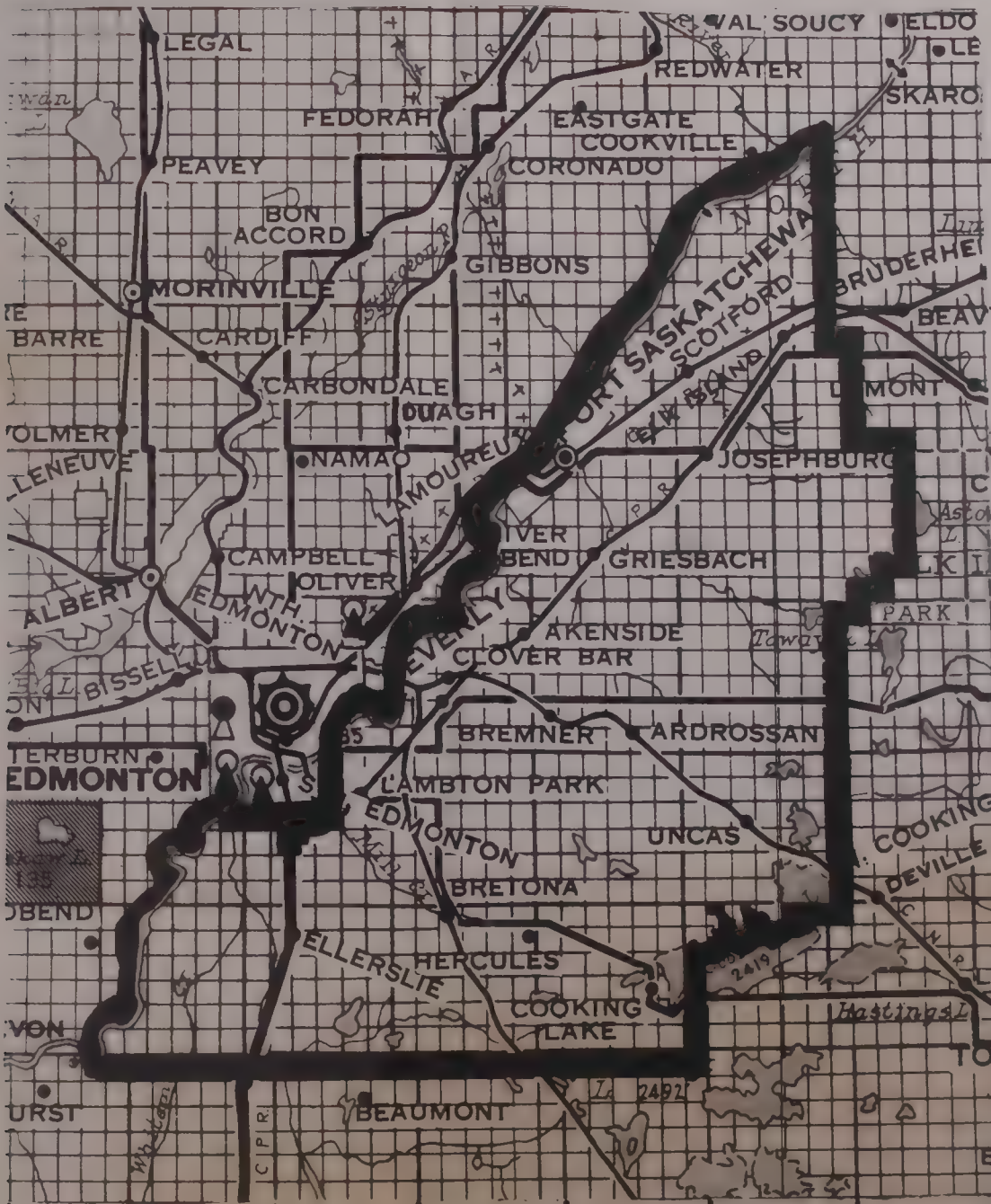

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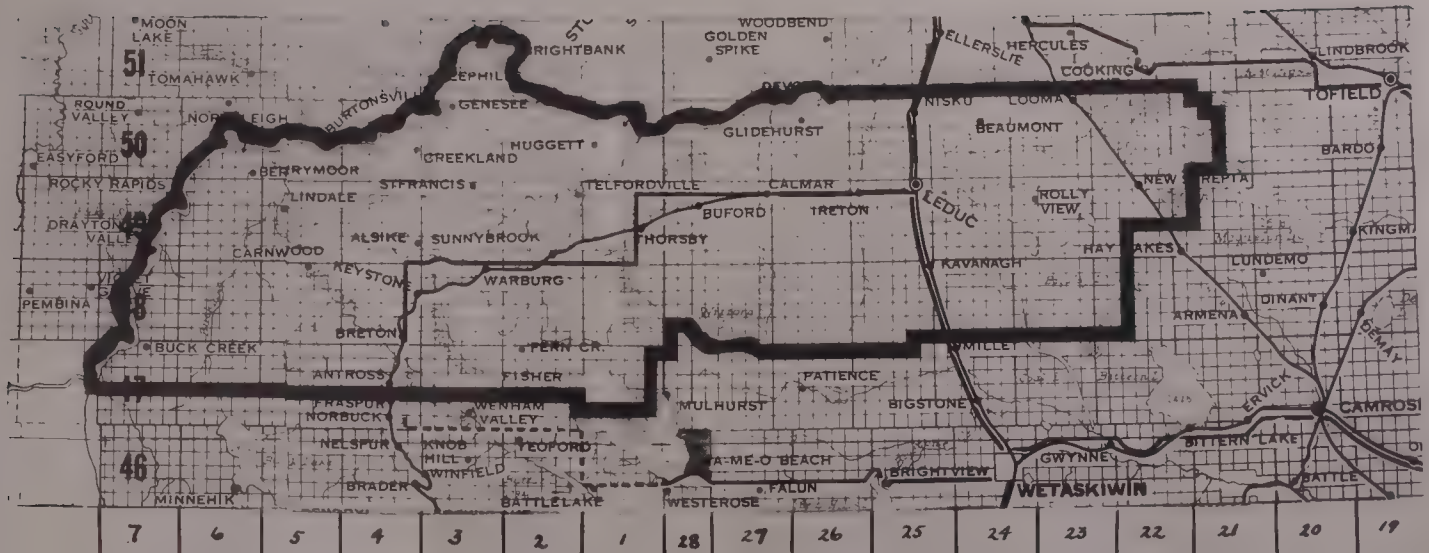

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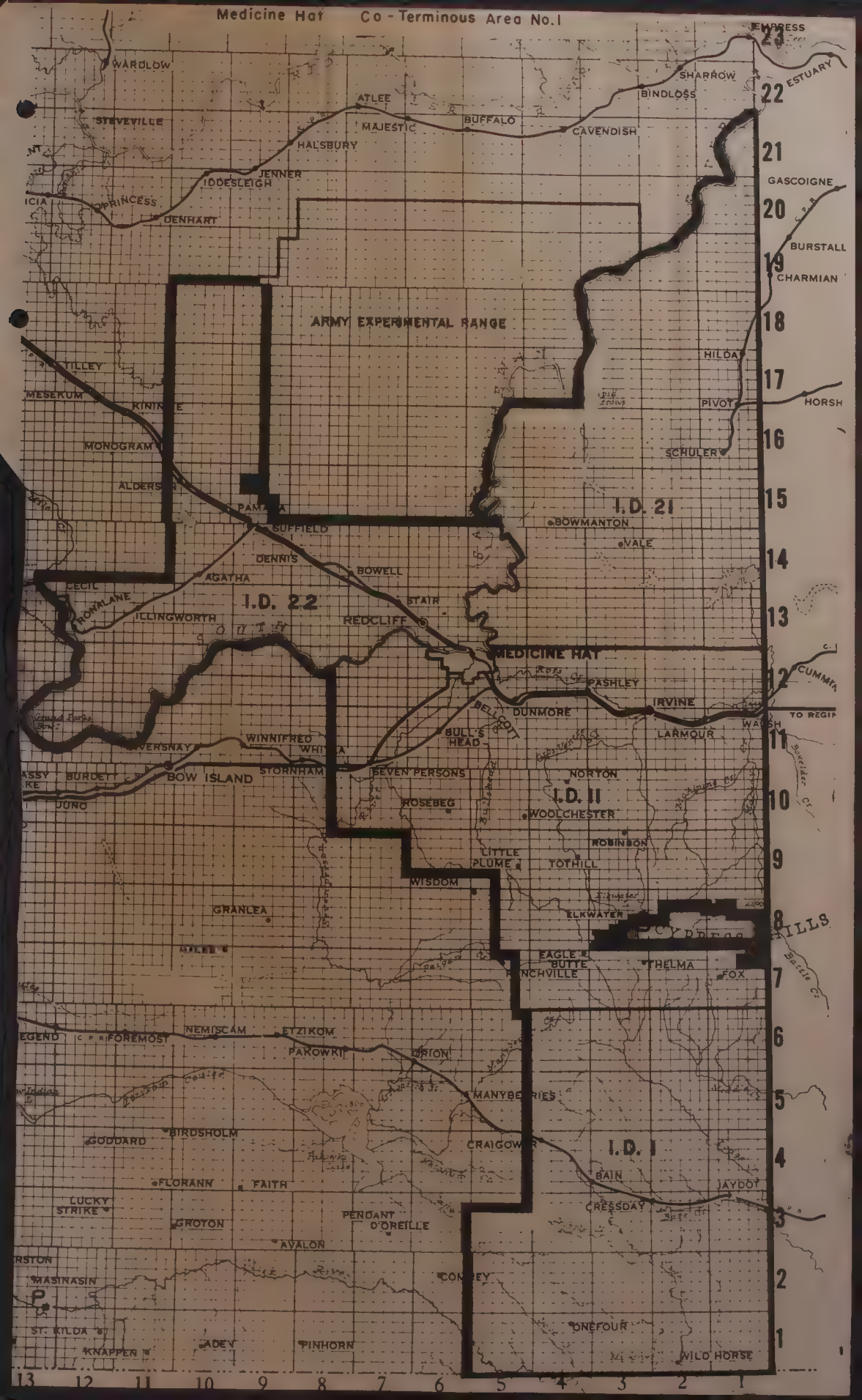
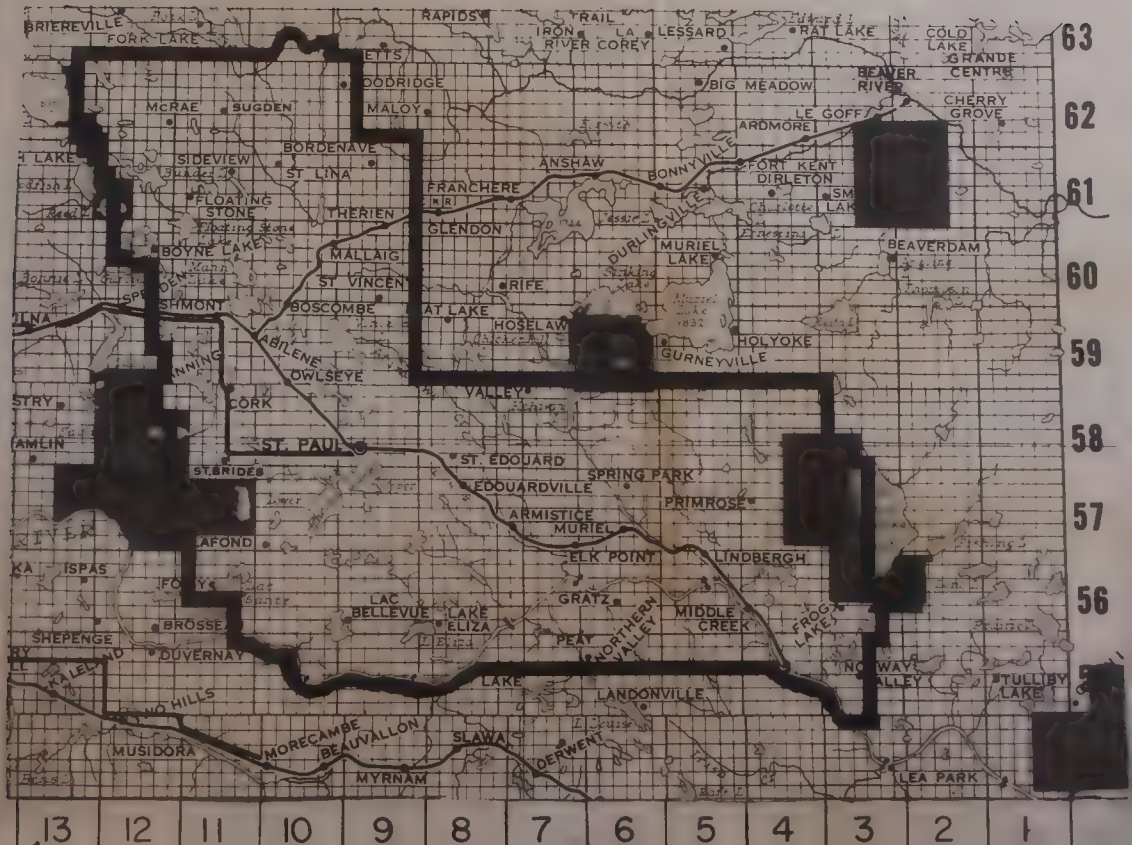


Bonnyville Co-Terminous Area No. 36

St. Paul Co-Terminous Area No.37



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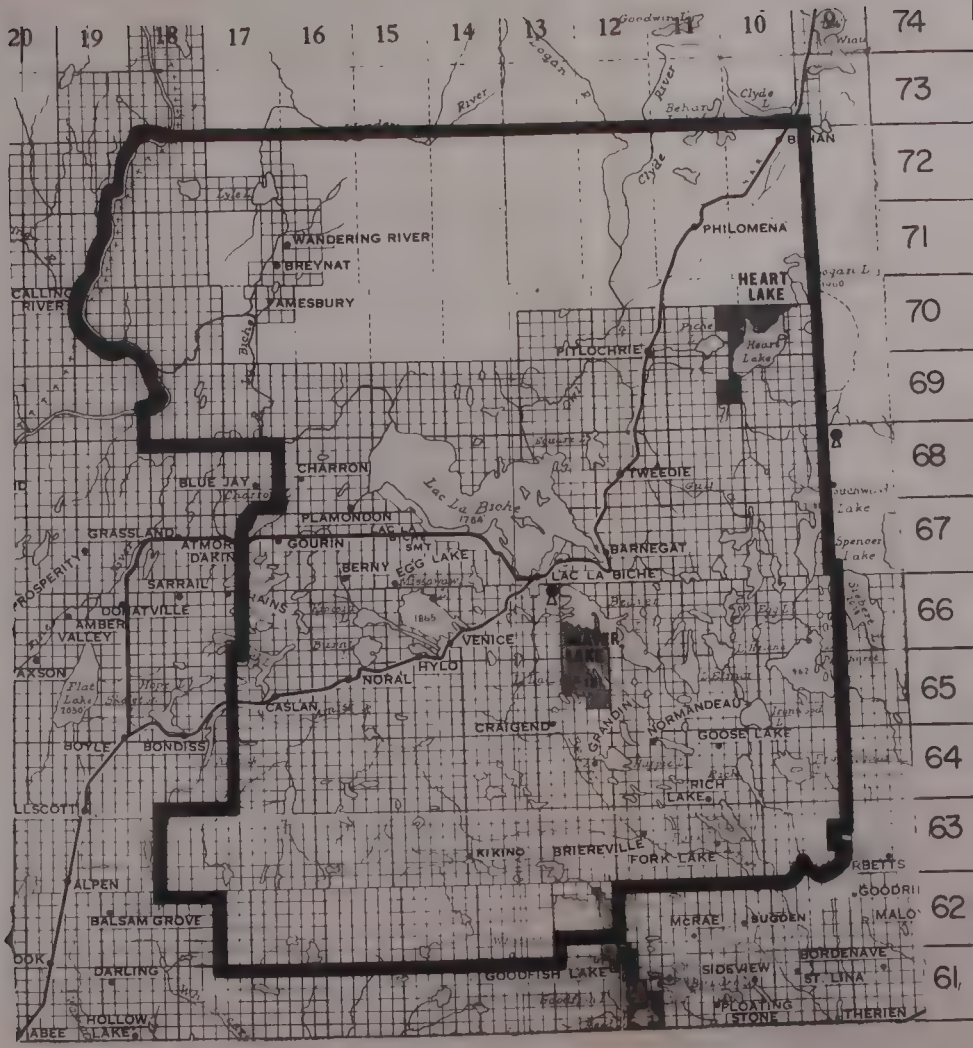
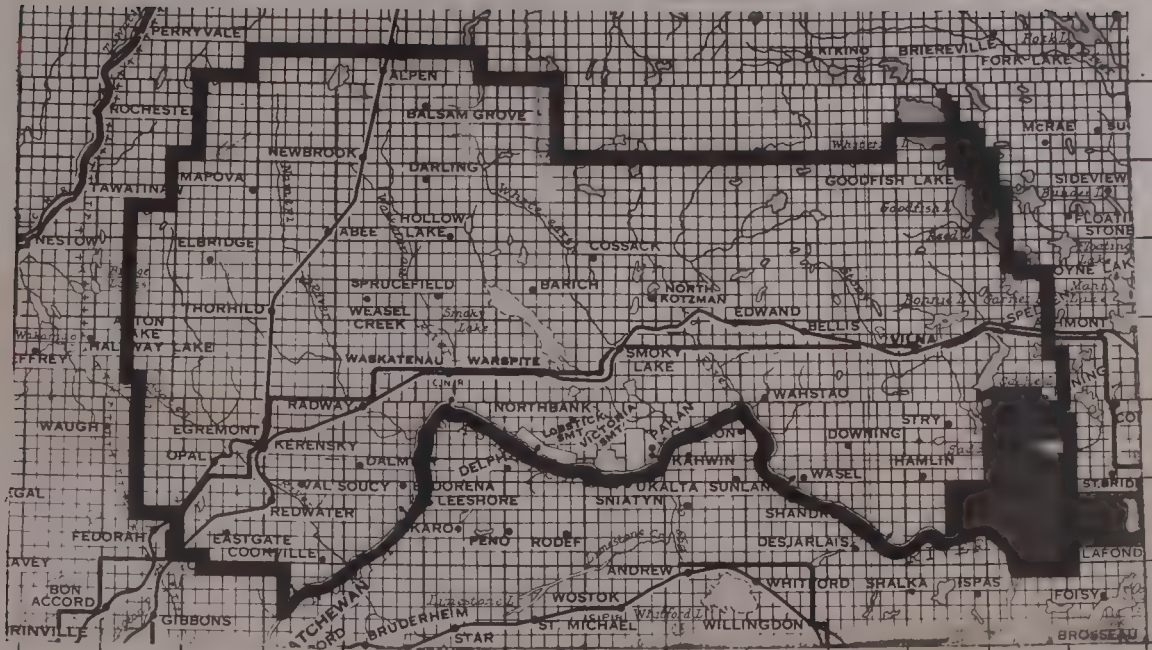


Thorhild – Smoky Lake Co-Terminous Area No. 39



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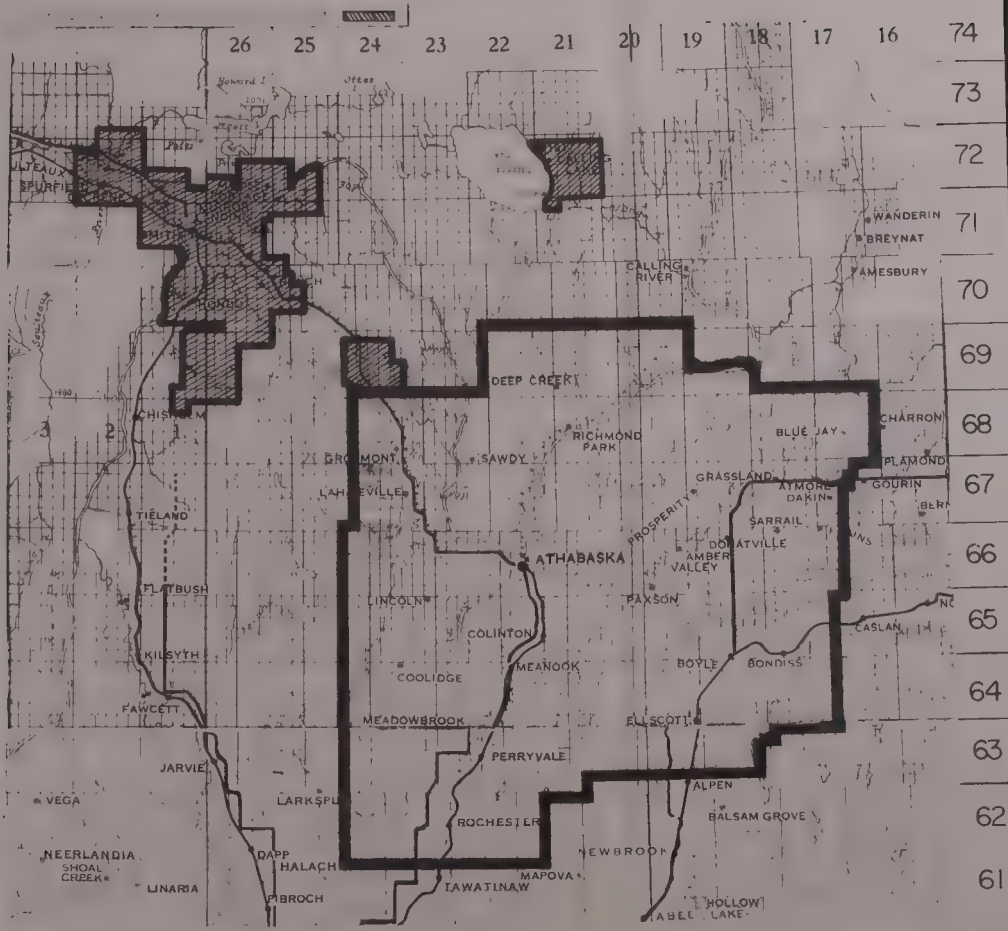
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24
23
22
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18
17
16
74
73
72
71
70
69
68
67
66
65
64
63
62
61
WANDERIN
BREYNAT
JAMESBURY
CALLING RIVER
DEEP CREEK
RICHMOND PARK
BLUE JAY
CHARRON
PLAMOND
GOURIN
GRASSLAND
ATMORE
DAKIN
SARRAIL
DONATVILLE
AMBER VALLEY
PROSPERITY
ATHABASKA
PAXSON
CASLAN
BONDISS
BOYLE
ELLSCOTT
ALPEN
BALSAM GROVE
HOLLOW LAKE
NEWBROOK
MAPOVA
TAWATINAW
ROCHESTER
PERRYVALE
MEADOWBROOK
MEANOOK
COOLIDGE
COLINTON
LINCOLN
SAWDY
BROMONT
LAHARVILLE
CHISHOLM
TIELAND
FLATBUSH
KILSYTH
FAWCETT
JARVIE
VEGA
LARKSPUR
NEERLANDIA
SHOAL CREEK
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Reserve
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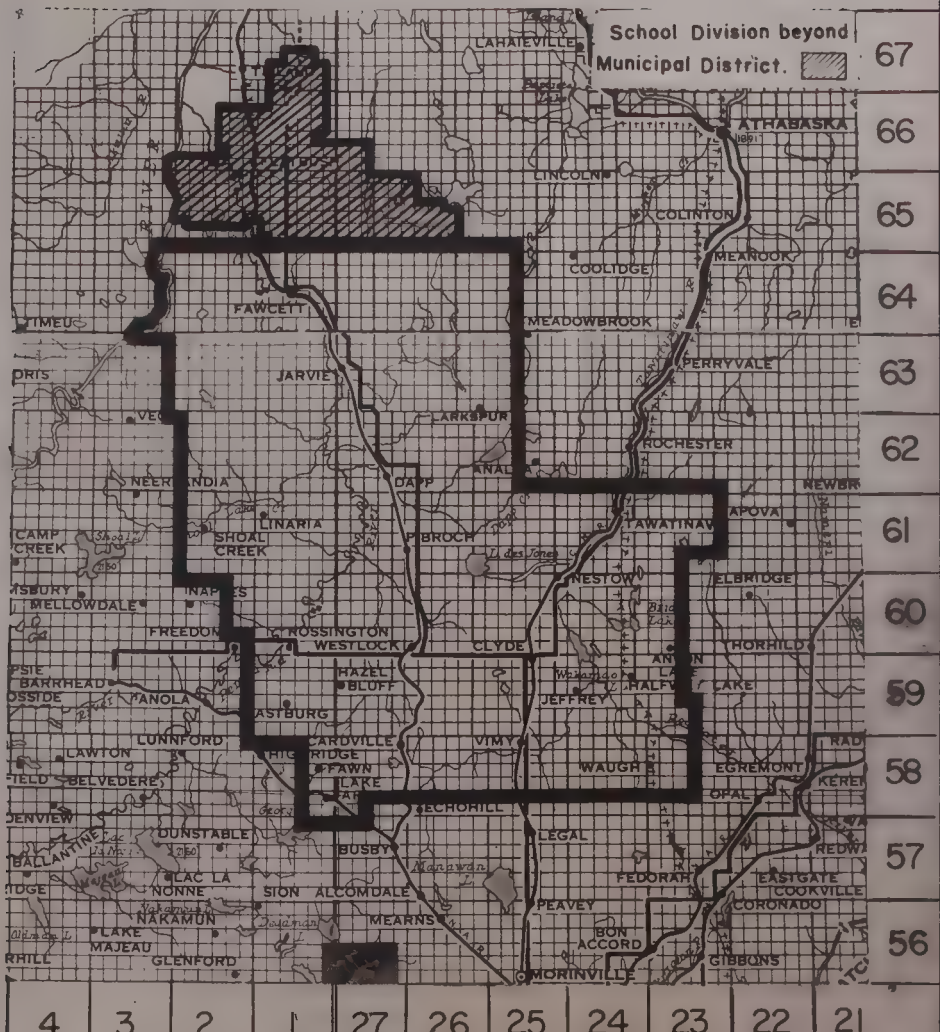

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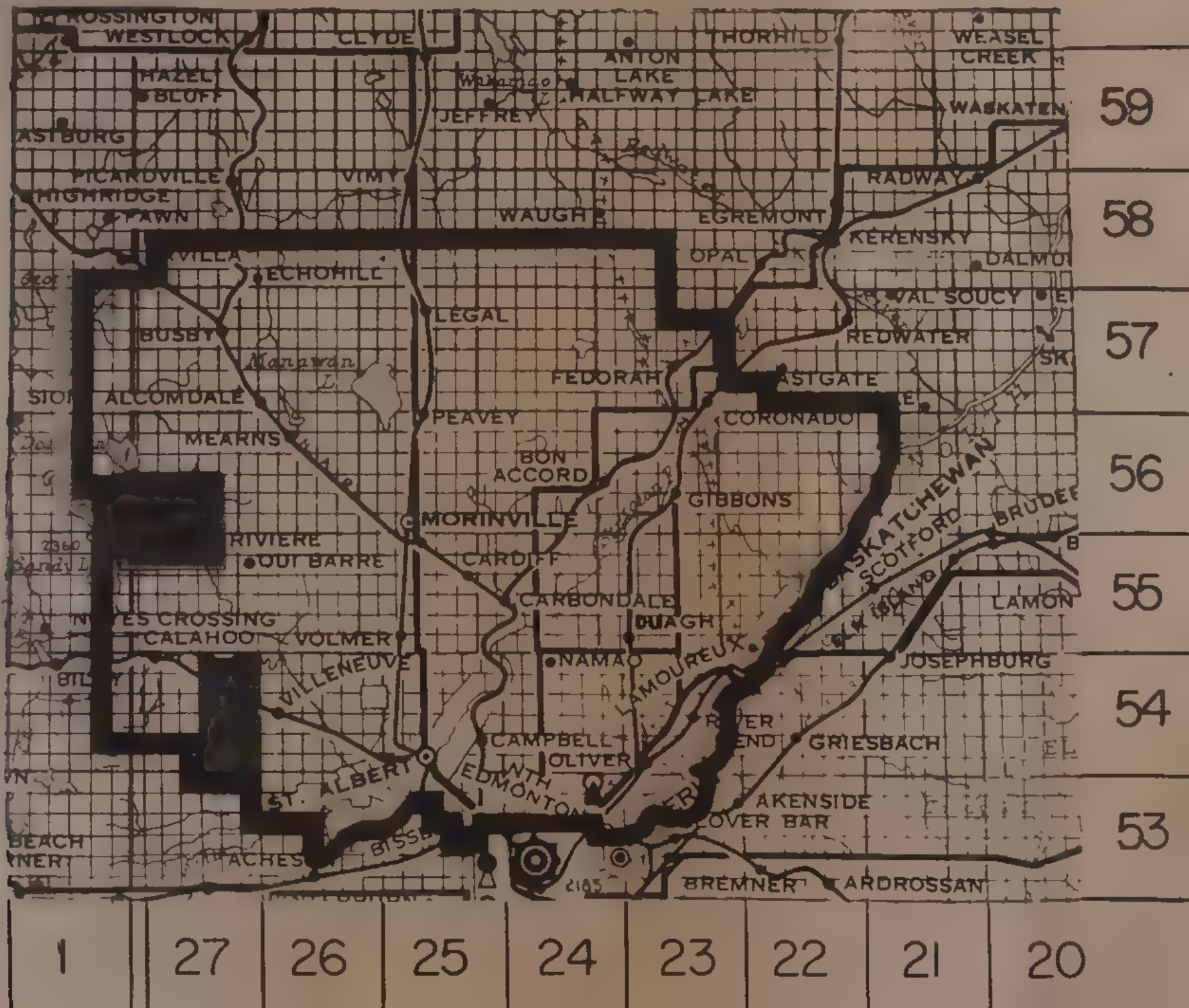

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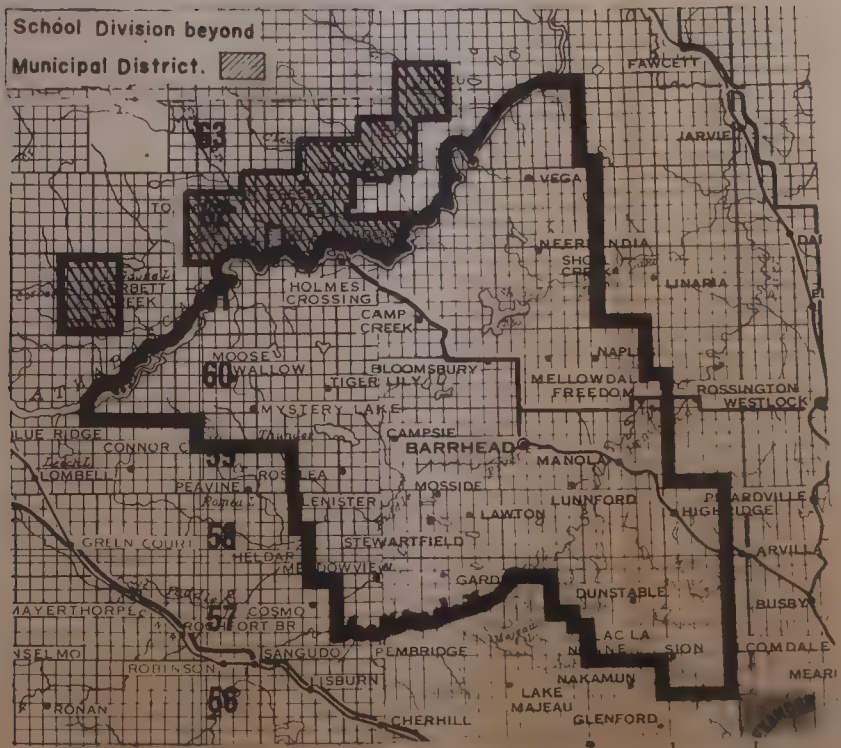

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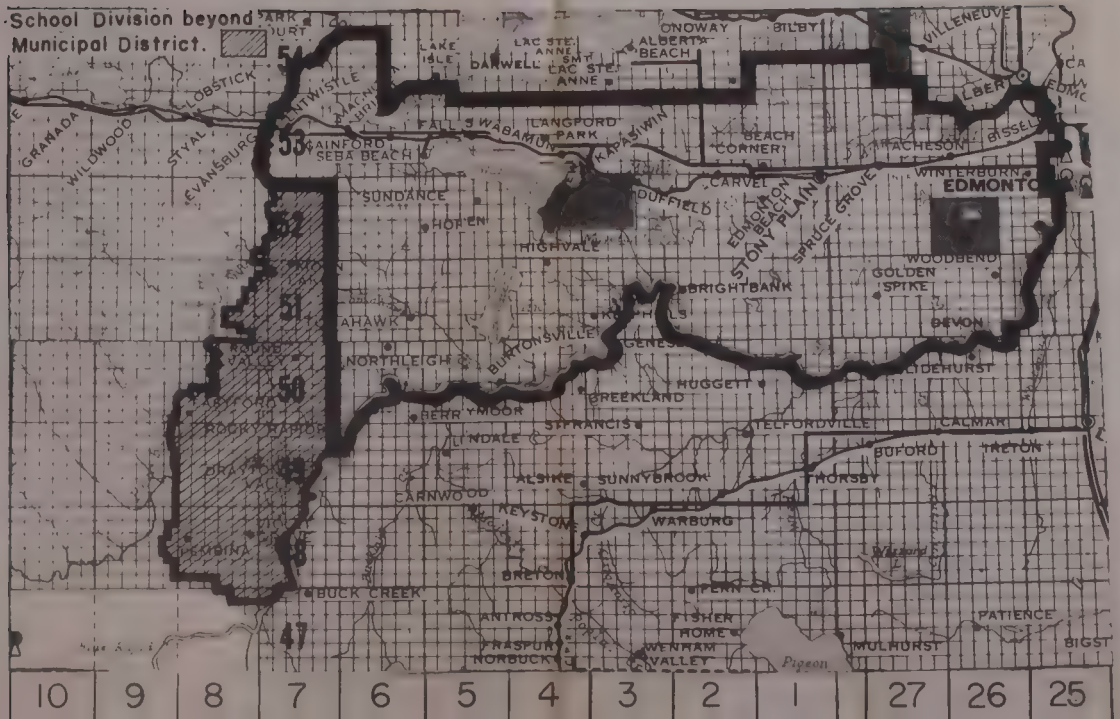

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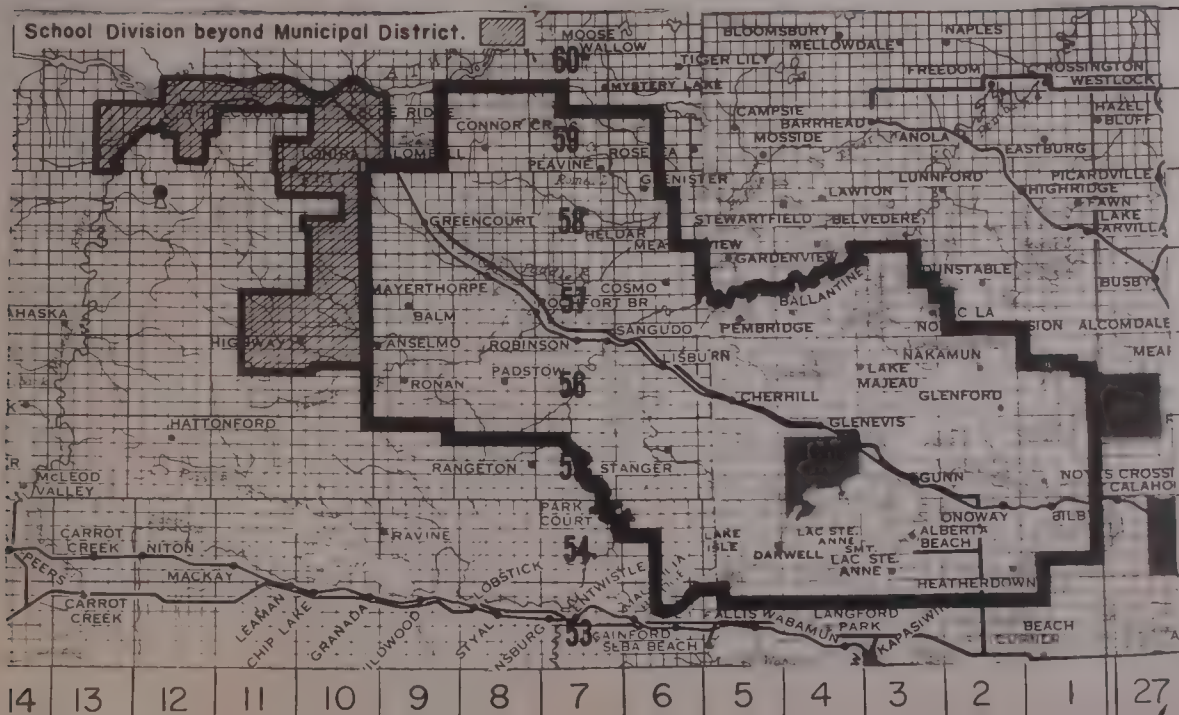


School Division beyond Municipal District.

Edson Co-Terminous Area No. 46

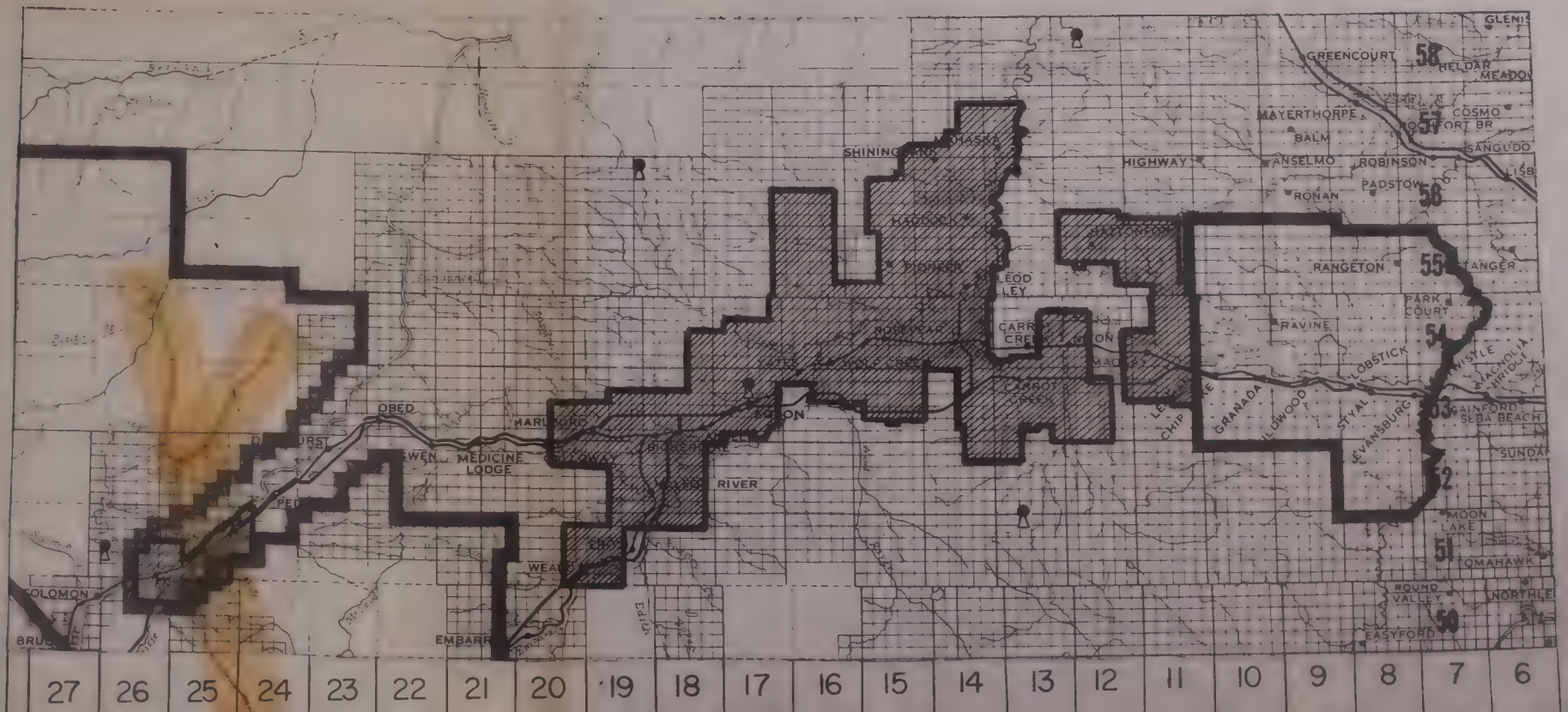


TABLE OF CONTENTS

		PAGE
I	FOREWORD	
II	PEACE RIVER DISTRICT ZONE V	1 - 3
III	RECOMMENDATIONS FOR AREAS IN THE PEACE RIVER DISTRICT	4 - 20
IV	SUMMARY AND GENERAL RECOMMENDATIONS	21 - 48

LIST OF MAPS

(Names and Numbers are used only for purposes of identification)

MAP NUMBER	
1	High Prairie Area No. 47
2	Peace River Area No. 48
3	Fairview Area No. 49
4	Spirit River Area No. 50
5	Grande Prairie Area No. 51
6	Smoky River Co-Terminous Area No. 52

FOREWORD

This is the Fourth and Final Report of the Commission. It deals with that portion of the Province lying in the Peace River district and contains the Summary and General Recommendations. The 1953 - 1954 Interim Reports covered that portion of the Province from the United States border to the Peace River area.

The reader is referred to the three previous reports for pertinent information of general application to all areas.

PEACE RIVER DISTRICT

ZONE V

Introduction

The Peace River district comprises an area of approximately 50 million acres, and consists, largely, of land that is drained by the Peace River and its tributaries. The major portion of this district is withheld from settlement and disposition pending further information relative to its soil and forest resources. In the area that is presently open for settlement there are about ten million acres of which about six million acres have been already alienated. Thus, in the Peace River district there are approximately four million acres of public land presently open for settlement. The significant feature, however, is that this land occurs in scattered patches of varying size adjoining the settled portions of the area and consists of soils some of which may not be suitable for agricultural purposes. The settled areas are located in four main prairie districts as follows: -

High Prairie
Spirit River Prairie
Grande Prairie
North of the Peace River

The latter area comprises land north and west of Fairview; North of Grimshaw and Peace River; and the newer developments in

the Dixonville and Manning areas.

Settlement is comparatively new in the Peace River district and development is still being carried on quite extensively in several sections of the country.

The policy of the Co-Terminous Boundary Commission was influenced by all of the above factors and it was therefore decided that a different procedure be adopted in the approach to the problem in the Peace River district.

The Commission was of the opinion that no definite proposal should be presented to the councillors and trustees in the several areas as the pattern had not yet been established. Due to the newness of development in the district, the large amount of agricultural land still available for settlement, and the large development and settlement now going on within the several areas, no preconceived plan could be set out to take care of the future.

The Commission decided to meet with the councillors and trustees in the several areas and discuss the whole matter with them from the standpoint of the Commission's terms of reference, and to ask them for recommendations in respect to their areas, having in mind the present and future situation in respect to school and municipal administration.

After meeting with the municipal councillors and school division trustees in the several areas and carefully studying their representations as well as investigating the areas in detail the Commission came to the conclusion that the time was not opportune to extend the boundaries of the presently existing municipal districts into neighboring improvement districts. With two exceptions the municipal districts are small while the school divisions are large and composed of many scattered and somewhat isolated school districts, the latter being located principally in improvement district or districts. These conditions naturally preclude the establishment of good co-terminous units. (See - "Inclusion of Improvement Districts with Co-terminous Areas" - Third Interim Report).

The developments in some portions of improvement districts in the Peace River area warrant their inclusion (in part) in adjacent municipal districts but for reasons outlined previously the Commission is of the opinion that the whole matter should be reviewed at some later date. Therefore with the exception of the High Prairie School Division and the Smoky River Municipal District the recommendations for changes of boundaries are small and will require only minor adjustments.

RECOMMENDATIONS FOR AREAS IN THE PEACE RIVER DISTRICT

This final report covers the Peace River district. As shown on the attached map only two areas are truly co-terminous - Grande Prairie County, No. 51 and Smoky River, No. 52. The others are termed quasi co-terminous in that the school division extends beyond the municipal district into adjacent improvement district or districts. Maps of the co-terminous areas show the unit inside the heavy black line. Maps of quasi co-terminous areas show by means of shaded portions where the school division extends beyond the municipal district.

HIGH PRAIRIE AREA NO. 47

The proposal for the High Prairie area constitutes a school division contained entirely within the boundaries of adjacent improvement districts. No municipal district is recommended. A small portion of the present Smoky River Municipal District in the Little Smoky School District No. 4575, which is included in this area, will revert to improvement district status.

The proposal involves the partition of the present High Prairie School Division in two areas. One is a co-terminous area that approximates the existing Smoky River Municipal District, while the other represents the remainder of the High Prairie School Division. The approximate statistics for the new High Prairie School Division are as follows:

No. of Classrooms *	61
No. of Pupils	1,650
Assessment	$3,425,000
Assessment per room	$56,000

The teacher load of the division is slightly below average but it should be borne in mind that there are several independent districts as well as about 20 Metis and independent schools within the inspectorate.

* - An adjustment has been made for those pupils from McLennan and Doussal who are presently attending High Prairie.

TABLE OF CONTENTS

		PAGE
I	FOREWORD	
II	PEACE RIVER DISTRICT ZONE V	1 - 3
III	RECOMMENDATIONS FOR AREAS IN THE PEACE RIVER DISTRICT	4 - 20
IV	SUMMARY AND GENERAL RECOMMENDATIONS	21 - 48

In terms of size, geography, community of interests and ease of administration the proposal is a good unit. The ability to pay has been reduced and it is on this basis only that the Commission heard any opposition to the partitioning of the present division. There is, however, a system of provincial equalization aid that is designed to offset the financial problem of low assessed areas. If this aid is not adequate to insure a reasonable educational program without the necessity of resorting to excessive local taxation, the system of aid should be reviewed as there are school divisions in this province with less capacity to pay than the unit herein proposed.

This proposed school division contains the school districts lying along the Lesser Slave Lake and those which are tributary to the town of High Prairie. The area is contiguous to the hamlets, towns and villages situated on the main transportation routes running east and west through the entire region. Since the school centers are nearly all situated along these transportation arteries it is a unit which can be well served from a school point of view.

A rather unusual situation exists in the High Prairie School Division, one which will come to the fore when the apportionment of assets and liabilities of general application is made if the Commission's recommendations with respect to Areas No. 47 and 52 are accepted. It is briefly this: for many years the area in the

western end of the school division (since January 1, 1952 the Municipal District of Smoky River No. 130) has contributed around 32% of the total school requisitions of the High Prairie Division. In 1954, however, the contribution of this area increased to approximately 40%, due entirely to a new general assessment being made in the municipal district and the Village of Girouxville, which new assessment was first used for school requisition purposes in 1954.

It might be said, therefore, that the western end of the division has, except for the one year, contributed to the accrual of the assets and liabilities on the basis of 32% of the whole and only in the year 1954 has contributed 40%. It would be unfair therefore if the proposed west division were to receive 40% of the assets of the original school division, when the 40% was only applicable for the one year. Unless an exception to the general rule were followed, this would be the case. That is, if the partition were effective as of January 1, 1955, the assessment of the component parts at December 31, 1954, would be used in the apportionment of assets and liabilities of general application.

As there has been very little change in the relative assessment of these two areas until 1954, the Commission recommends that the assessment as at December 31, 1953 and December 31, 1954 be combined to form the basis for the

distribution of assets and liabilities of general application of the school division.

The attached map shows the proposed High Prairie area.

PEACE RIVER AREA NO. 48

The only changes proposed in the present Peace Municipal District No. 135 and in the existing Peace River School Division No. 10 are minor adjustments essential to the formation of a quasi co-terminous area. A quasi co-terminous area is defined by the Commission as one in which there is but one municipal district and one school division with the latter extending beyond the municipal district into the adjacent improvement district or districts. This type of area has been proposed in situations where the school extends into improvement district lands which the Commission does not consider ready for municipal government. The quasi co-terminous unit is a practical arrangement not only because the school division receives substantial low assessment grants from the Province to offset the inclusion of "pioneer" districts but also because the way has been prepared for a genuine co-terminous area or areas. The final arrangements will be dependent upon the nature of the development taking place in the improvement districts.

The only adjustment made in the municipal district of Peace occurs in the south west corner. There, all parties concerned favored a boundary approximating that presently separating Peace River School Division from Fairview School

Division. The change which is dictated by geographic features results in a very slight reduction in the area of the Peace Municipal District. There was also general agreement that the School Division boundary north from Whitelaw should follow the Sixth Meridian, thus adding a small portion of Bluehawk School District No. 3659 to the Fairview Division and the easterly portion of the Meridian School District No. 3829 to the Peace River Division. These municipal and school adjustments have been incorporated on the attached map.

Although the Commission has not recommended that the Peace Municipal District be expanded at this time, it is firmly of the opinion that the whole question of co-terminous boundaries should be re-opened in this area before many years. Even today certain Improvement District lands within this School Division will qualify for municipal district status but the Commission thinks it preferable that the entire area should be left for review at a later date. At that time it is quite possible that development in the improvement district may be sufficiently well advanced to justify two co-terminous areas, one centering in the Manning region and the other around Peace River. The Commission is also of the opinion that a more objective and a more equitable method can be devised when adding improvement district land to existing

municipal districts. For this reason the "General Recommendations" of the report will discuss, in some detail, those factors considered relevant.

FAIRVIEW AREA NO. 49

The only change proposed in the present Fairview Municipal District No. 136 and in the existing Fairview School Division No. 50 are minor adjustments essential to the formation of a quasi co-terminous area. A quasi co-terminous area is defined by the Commission as one in which there is but one municipal district and one school division with the latter extending beyond the municipal district into the adjacent improvement district or districts. This type of area has been proposed in situations where the school division extends into improvement district lands which the Commission does not consider ready for municipal government. The quasi co-terminous unit is a practical arrangement, not only because the school division receives substantial low assessment grants to offset the inclusion of "pioneer" districts but also because the way has been prepared for the introduction of a fully co-terminous area. Future developments alone will determine its final boundaries.

The only adjustment made in the Municipal District of Fairview occurs in the south-east corner. There, all parties concerned favored a boundary approximating that presently separating Fairview School Division from the Peace River School Division. The change represents a slight addition to the Fairview Municipal District. There was also general agreement that the

school division boundary north from Whitelaw should follow the Sixth Meridian, thus adding a small portion of Bluehawk School District No. 3659 to the Fairview Division and the easterly portion of the Meridian School District No. 3829 to the Peace River Division. These municipal and school adjustments are incorporated on the attached map.

Although the Commission has not recommended that Fairview Municipal District be expanded at this time, it is very firmly of the opinion that this question of a co-terminous boundary should be reviewed again within a few years. Even to-day certain lands adjacent to the present municipal district may qualify for municipal government but the Commission thinks it preferable that the entire area north and west of Fairview should be considered when the question of co-terminous boundaries is re-opened.

The Commission is also of the opinion that a more objective and more equitable method can be devised for adding improvement district lands to existing municipal districts. For this reason the "General Recommendations" of this report will discuss in some detail, factors considered relevant.

SPIRIT RIVER AREA NO. 50

The Commission recommends that no change be made, at the present time, in the Municipal District of Spirit River No. 133, and that, except for a very minor change in the Watino School District No. 3832, the Spirit River School Division No. 47 be left intact. In the case of the Watino School District No. 3832 it is recommended that that portion of the district lying east of the Smoky River be excluded from the Spirit River Division and added to the division to the east of the river.

While the Commission agrees that Cherry Point School District No. 4721 and Bear Canyon School District No. 4789 should eventually be transferred to a division north of the Peace River, it is also of the opinion that such a transfer would not be appropriate at this time. Until further roads and settlement are developed in this region, it is too isolated and too inaccessible for any division other than Spirit River to administer.

Although the Commission has not recommended that Spirit River Municipal District be expanded at this time, it is very firmly of the opinion that this question should be reviewed again within a few years. Even to-day certain lands adjacent to the present municipal district qualify for full local government but the Commission thinks it preferable that the entire area, from the

British Columbia boundary to the Smoky River, be considered when the question of co-terminous boundaries is re-opened. At this time there appears to be no reason not to look upon Spirit River as the logical center of local government for the entire territory. When the question is again considered the Commission is of the opinion that a more objective and more equitable method can be devised for adding improvement district lands to existing municipal districts. For this reason the "General Recommendations" of this report will discuss in some detail, factors considered relevant.

As the attached map shows, this is a quasi co-terminous area. It contains but one municipal district and one school division which extends beyond the municipal district into the adjacent improvement districts.

GRANDE PRAIRIE CO-TERMINOUS AREA NO. 51

Although Grande Prairie County is already a co-terminous area, the council requested a hearing. At that meeting representations were made to have that part of the Bad Heart Region north of township 74 excluded from the county, providing it could be fitted in with other boundary changes being proposed.

After carefully reviewing this question the Commission decided to recommend no change in the boundaries of the County of Grande Prairie No. 1.

On the attached map of Grande Prairie County the Bad Heart area is shown.

SMOKY RIVER CO-TERMINOUS AREA NO. 52

The proposed co-terminous area for Smoky River follows the pattern established by the municipal district. However, certain adjustments are necessary in order to reconcile school and municipal interests. In the White Mud area, and in the neighborhood of Kathleen and also south west of Nampa the municipal district has been increased while it has been reduced in the region contiguous to Reno and Little Smoky School District No. 4575. From a school point of view this represents the westerly portion of the High Prairie School Division together with an addition of that part of the Watino School District No. 3832 lying east of the Smoky River.

The Smoky River unit contains 28.75 townships with a population of 4,700 (1951 Dominion Census). The approximate municipal assessment figures are as follows:

Total Assessment	$3,500,000
Land Assessment per township	$103,000
Assessment per capita	$740

After adjustments have been made respecting pupils attending schools outside the proposed co-terminous area, the following school figures are considered to be good estimates:

	Teachers	Pupils
Divisional *	30	800
Donnelly **	6	165
Falher **	11	306
Guy R-C S.	13	342
River Valley	1	17
Total	61	1,630

* - Including adjustments for pupils from McLennan and Doussal presently attending High Prairie.

** - Including some divisional pupils.

While the number of divisional classrocms is well below that considered as a desirable minimum, the Commission has proceeded with its recommendation on the assumption that the independent school districts are a natural part of this school area and will join the division. Furthermore, the Commission was assured by representatives from the major independent school centers that they favored such a step.

Including all school districts (independent and divisional) within this area there will be an assessment in excess of $4,600,000 and an ability to pay of about $75,000 per classroom.

A rather unusual situation exists in the High Prairie School Division, not common in other school divisions throughout the Province, which will come to the fore when the apportionment of assets and liabilities of general application is made if the Commission's recommendations with respect to Areas No. 47 and 52 are accepted. It is briefly this: for many years the area in the

western end of the school division (since January 1, 1952 the Municipal District of Smoky River No. 130) has contributed around 32% of the total school requisitions of the High Prairie Division. In 1954 however, the contribution of this area increased to approximately 40%, due entirely to a new general assessment being made in the municipal district and the Village of Girouxville, which new assessment was first used for school requisition purposes in 1954.

It might be said therefore, that the western end of the division has, except for the one year, contributed to the accrual of the assets and liabilities on the basis of 32% of the whole and only in the year 1954 has contributed 40%. It would be unfair therefore if the proposed west division were to receive 40% of the assets of the original school division, when the 40% was only applicable for the one year. Unless an exception to the general rule were followed, this would be the case. That is, if the partition were effective as of January 1, 1955, the assessment of the component parts at December 31, 1954 would be used in the apportionment of assets and liabilities of general application.

As there has been very little change in the relative assessment of these two areas until 1954, the Commission recommends that the assessment as at December 31, 1953 and December 31, 1954 be combined to form the basis for the

distribution of assets and liabilities of general application of the school division.

The attached map shows the boundaries of the proposed Smoky River Co-terminous Area, No. 52.

SUMMARY AND GENERAL RECOMMENDATIONS

I Summary

The Commission has been actively engaged in its work since April 7th, 1953. It has held some 116 meetings (outside of Edmonton) with the councillors of the municipal districts and trustees of the school divisions within the Province. In addition the Commission has met with some twenty-seven delegations representing taxpayers from many areas.

The Commission has presented to the Government of Alberta three Interim Reports, which, together with this report, will complete its work. The First Interim Report, 1953, dealt with the area south of the Bow River. It also included recommendations in respect to the division of assets and liabilities. The Second Interim Report, 1954, dealt with that portion of the Province lying between the Bow and North Saskatchewan Rivers. The Third Interim Report dealt with the area lying approximately between the North Saskatchewan and Athabasca Rivers. This final report deals with the Peace River District. It also contains a Summary and General Recommendations applicable to all areas.

On account of the difference in conditions in respect to the physical geology, nature and distribution of the various types of soil as well as the stage of development within the different parts of the Province, this summary deals with three distinct geographical units, namely:

(1) South of the North Saskatchewan River.

(2) Area North of (1) but not including the Peace River district nor the Lesser Slave Lake area.

(3) The Peace River district including the Lesser Slave Lake area.

The chief function of the Commission was to establish good workable co-terminous units. As the presently existing municipal districts and school divisions were originally laid out without any relationship of one to the other it was natural that the Commission would suggest many changes in both school and municipal administration. The following is an outline of these changes together with some comparative statistics:

(1) South of the North Saskatchewan River.

Prior to the work of the Commission this area was formed into:

	Number
Municipal Districts	38
Counties	3
Improvement Districts	18
Special Areas	3
School Divisions (not including counties)	35

The Commission has recommended:

Co-terminous Areas	32
Quasi Co-terminous Areas	2

The number of school divisions is 38 (including four in the Special Areas). The changes proposed eliminated three by their absorption

into other neighboring divisions which was offset by the creation of three new divisions. In proposing the above changes two improvement districts were included wholly in co-terminous areas and eight in part. One Special Area and portions of two others were included in co-terminous units.

Statistics: The Commission found that no one definite formula in respect to size, population, assessment, number of schools, etc. could be used in establishing good co-terminous units.

In respect to the above conditions as well as the physical geology, transportation, access to large trading centers, etc. vary from place to place so that each area was a study in itself and its relationship to adjoining areas. Therefore there is no uniformity, nor can there be any in respect to the statistics of each unit. The following is a summary of statistics for (1) together with comparative figures for the previous established municipal districts and counties:

Municipal	Average of New Area	Average of Old Area
Area in Townships	41.5	28.6
Populations	7,605	5,646
Population per Township	183	193
Land Assessment	$8,922,138	$5,650,505
Land Assessment per Township	$215,142	$197,748
Total Municipal Assessment	$11,232,255	$6,890,765
Total Assessment per Capita	$1,477	$1,221

School	Average of New Area	Average of Old Area
Total Assessment	$12,096,310	
Assessment per classroom	$155,280	
Number of classrooms	80	

(2) Area north of (1) but not including Peace River district and the Lesser Slave Lake area.

Prior to the work of the Commission this area consisted of:

Municipal Districts	11
Improvement Districts	15
School Divisions	12

In this area the Commission recommends the establishment of:

Co-terminous Areas	4
Quasi Co-terminous Areas	7

Statistics: The average figures for area (2) are as follows:

Municipal	
Area in Townships	34.6
Populations	8,703
Populations per Township	265
Land Assessment	$4,986,100
Land Assessment per Township	$158,317
Total Municipal Assessment	$6,629,600
Total Assessment per Capita	$728

School

Total Assessment	$7,592,500
Assessment per classrooms	$77,180
No. of Classrooms	84

(3) The Peace River district including the Lesser Slave Lake area.

For the reasons outlined in the "Introduction" to this report the Commission deemed the time not opportune to make general changes in this area. However, one co-terminous area is recommended and some minor adjustments to boundaries of existing municipal districts and/or school divisions. The establishment of the co-terminous area necessitates the dismemberment of a school division and the setting up of a new school division limited to the co-terminous boundary. In view of the above it is not necessary for the Commission to present any summary of statistics.

General Remarks in respect to all suggested co-terminous areas.

The Commission realizes that in any area a number of factors enter into the problem of the ability to pay for the services required in order to give adequate school and municipal administration within the area. As a result of the work, the Commission is convinced of the fact that taking the areas as a whole the co-terminous areas south of the North Saskatchewan River have a greater ability to pay than those north of the River. Without designating the individual units the question of assisting financially the weaker units is discussed fully under "General Recommendations-Equalization Grants".

II General Recommendations.

In the several reports presented by the Commission recommendations were made in respect to co-terminous units in the Province. This was the chief function of the Commission.

On the other hand, as a result of the investigations and studies made the Commission respectfully presents for the consideration of the Government of the Province of Alberta general recommendations dealing with the subjects listed below. The Commission is of the opinion that the carrying out of these recommendations will assist municipal and school administration within the Province.

(1) Changes in Co-terminous Areas.

(2) General Assessment.

(3) Supervision in Large Administration Units:
- (a) School
- (b) Municipal

(4) Independent Public School Districts.

(5) Unorganized Territory.

(6) Provincial Equalization Grants:
- (a) School
- (b) Municipal

(7) Improvement Districts.

(1) Changes in Co-terminous Areas.

The Commission recommends that no changes be made in the co-terminous boundaries for a period of at least two years.

In order to ensure the success of the co-terminous areas recommended it is important to have an adjustment period that would avoid any hasty changes once the boundaries are established. The reasons for this procedure are evident when one considers the fact that many changes have been made in existing boundaries which will necessitate re-organization and re-adjustments of the municipal and school administration to suit the new conditions. Also, considerable experience in administering the new unit should be gained in order to determine what changes, if any, may be necessary.

(2) General Assessment.

It is recommended that in order to provide a fair and equitable tax base in the co-terminous areas that a general assessment of lands, buildings and improvements be undertaken in each co-terminous area as it is established.

The last general assessment of municipal districts and improvement districts throughout the Province was made in 1945. Besides, many changes in boundaries are suggested through the work of the Commission.

(3) Supervision in Large Administrative Units.

(a) School

Wherever the number of teachers in a proposed co-terminous or quasi co-terminous area is greater than that number which can be effectively supervised by one superintendent,

it is recommended that measures be implemented to insure adequate supervision in such areas.

While it has become customary in Alberta to develop large school units which can be supervised by one superintendent, this is not always essential or necessarily the best arrangement. Actually there is no one best size but according to the literature of school administration it is not advisable to have school units which cannot employ one superintendent.

In proposing co-terminous units the Commission was guided by a number of criteria, only one of which was the number of teachers. As a result it is to be expected that some of the suggested areas may be too large for one superintendent to supervise. In this regard the Commission is of the opinion that this constitutes no problem other than that of requiring some adjustment in supervisory practices.

(b) Municipal

The Commission recommends that consideration be given to the introduction of measures which will make engineering assistance available to municipal districts and counties.

Highly trained personnel is required to plan and to construct a good network of main district highways and local roads which meet the needs of modern day traffic. While it is realized that the Department of Highways through the District Engineers provides a

measure of engineering advice to councils, it is also noted that this assistance is limited mainly to questions relating to grant projects. The Commission is of the opinion that if technical assistance is available at all times, not only will it result in better road planning but it will be a step toward freeing the council for its most significant function which is that of being a policy making body.

(4) Inclusion of Independent Public School Districts in Divisions and Counties.

It is recommended that serious consideration be given to the introduction of measures which will further facilitate the inclusion in divisions and counties of those independent public school districts (consolidated, Town and Village) which lie within the boundaries of large administrative school units.

This recommendation relative to the inclusion of independent school districts specifically omits reference to city districts since for all practical purposes they are large administrative units already. Furthermore the Commission would also exclude from its recommendation those town and village districts which are more naturally part of a contiguous city than of the adjoining rural area, e.g. West Jasper Place, Bowness, Redcliff, etc.

The following reasons are offered to substantiate this proposal:

1. More effective planning is possible.

The natural community of the non-divisional school usually

extends beyond its own legal boundaries into the adjoining large school unit. As centralization develops the planning and paying for more school facilities raise problems that are not easy to solve. Superficially the payment of tuition fees seems an easy solution but this has not always worked out too well. In some instances it was noted that pupils were being transported away from their natural center to another which was under the jurisdiction of the divisional authorities. In others, the division had built or was planning to build its own school within the boundary of the independent school district. In still other cases it was noted that Divisional centers were sometimes established at illogical places simply because the most sensible place was operated as an independent school district. From these observations other reasons supporting inclusion become evident.

2. Parents should be residents of the district that educates their children.

In the interests of local government it is important that the parents have the opportunity to determine policies and procedures of their schools. Those sending their children to an adjoining non-divisional school do not have this privilege and responsibility.

3. Costs are equalized.

The large unit of administration is an accepted way of effecting a degree of equalizing the costs of education. This in turn is further equalized between areas by a provincial system of school aid.

4. The Community - that is the town or village and the surrounding country is a natural unit, especially in terms of school attendance areas.

A school division or county which includes the independent districts fosters a healthy co-operation between people whose interests are becoming closer. Normally the village or town is a business and social center for the entire community and it is both natural and desirable that the children should attend a common school.

5. A common mill rate can be established.

One of the values inherent in co-terminous boundaries is the possibility of reducing the variety of school mill rates within the area. When an independent district is included the farm lands will share the school rate common to the rest of the municipality and there also appears to be a tendency for this same rate to apply to incorporated towns or villages included for school purposes.

6. A large unit gives a better basis for improved educational service.

An effective school unit should be sufficiently large to provide essential administrative and supervisory services at reasonable cost. Small districts cannot have full time and well trained secretaries and superintendents.

Furthermore, it is much easier for a large unit such as a school division to arrange for special services such as shop, home economics, music, etc., since their instructors can serve several centers.

In summary, it would seem that these independent districts which are often the focal points in the rural areas can best serve their own educational interests and those of the larger community by amalgamating with the surrounding division or county. In reality these towns and villages are a natural part of any scheme for the orderly development of rural school administration in this Province. Furthermore, their present organization is not opposed because it is old but merely because it is outmoded. It was designed for a day when the boundaries of a school district were determined by either the walking distance of the child or the distance that could be covered by a horse drawn vehicle.

(5) "Unorganized Territory" *

It is recommended that:

(1) Unorganized territory in improvement district pay an educational tax which bears a practical relationship to school costs.

(2) All lands situated in a municipal district or a county be included in school districts.

Before discussing the unorganized territory situation it is timely to review the types of areas that the Commission has proposed as reported upon. They are:

1. Co-terminous areas containing (a) one municipal district and one school division. (b) a school division within improvement district (c) a county.

2. Quasi co-terminous areas in which a school division

extends beyond a single municipal district into improvement district.

While it is common practice to think of the co-terminous areas referred to under (1) above as having identical boundaries for school and municipal purposes, this is not necessarily the case. For instance, the rural municipality may contain, in addition to the division, independent school districts as well as unorganized territory. It is with the latter that this recommendation is concerned.

In those areas which are designated "quasi co-terminous" the situation is further complicated because the school division extends into improvement district. The adjoining unorganized territory is different since it lacks local municipal government. In summary then, unorganized territory is located in both municipal districts (or counties) and in improvement districts.

The unorganized territory which lies in improvement districts is usually found in "fringe" or pioneer areas. As the settlers move into these regions the need for schools arises and districts are formed in accordance with "The School Act". (Maps of School Divisions such as Fairview, Peace River, Lac Ste. Anne and High Prairie illustrate the uneven school development that takes place on the frontier.) As the intervening unorganized territory opens up for settlement new districts will appear and in time a municipal district. This leads directly to the situation referred to above.

* - Unorganized territory refers to that part of the Province which has not been included in a school district.

Even though the municipal district is in a well settled part of the Province certain parcels of unorganized territory still exist where the need to establish a school district (as defined by The School Act) never arose. The Province assumes educational responsibility in this unorganized territory and until recently levied a three mill tax for this service.

The following table shows the assessed valuation of unorganized territory in 1953. That portion located in counties or municipalities represents approximately one and one-half per cent of the assessed value of all municipal lands in the Province.

TABLE I

Assessed Value of Unorganized Territory - 1953

	Assessed Valuation
Municipality	$1,990,174
Counties	1,430,835
Improvement District	3,275,224
Total	$6,696,233

The Location of Unorganized Territory in Municipalities and Counties

It is interesting to know whether this unorganized territory is distributed evenly amongst the counties and municipalities or whether it is characteristic of a limited group.

TABLE II

Municipalities and Counties without Educational

Tax Assessment Land, 1953 *

Sugar City	Serviceberry	Raven	Wetaskiwin
Cochrane	Bright	Flagstaff	Eagle
Springbank	Mountain View	Camrose	Lamont

* - Until April 8, 1954 the Province levied an Educational Tax of three mills on unorganized territory.

Barons	Provost	Lacombe	Strathcona
Highwood	Paintearth	Vermilion River	Wainwright
Acadia	Stettier	Minburn	Conrich
			Leduc

TOTAL.....25

This information reveals that the unorganized territory is limited to the remaining 30 Municipalities and Counties. The next table will show its concentration.

TABLE III

Municipalities and Counties with Educational Tax Assessment in excess of $100,000 or 10% of land assessment, 1953.

Name	(1) Municipal Land Assessment	(2) Educational Tax Assessment	Percentage of (2) in (1)
Newell	$3,533,824	$1,307,075	37 %
Burlington	3,212,580	378,046	11.4%
Warner	5,644,392	141,130	2.5%
Bow Island	2,099,775	128,960	6 %
Eureka	2,769,188	195,275	7 %
Turner Valley	3,358,685	473,650	13 %
Waterloo	570,685	66,880	11.7%
Athabasca	3,086,100	105,210	3.4%
Smoky River	3,046,114	170,631	5.6%
		$2,966,875 *	

* - This figure represents 90% of the total assessed valuation of unorganized territory in municipal districts or counties.

It has now been shown that almost half the municipal districts and counties had all their land in organized school districts while some 90 per cent of all the "Educational Tax Assessment" was found in nine municipalities and counties prior to the repeal of the Act in 1954. The remaining 10 per cent is divided amongst the other 19 municipal bodies.

In some municipalities there has been a change in the method of farming which, over the years, has led to a depopulation of the areas which in turn is reflected in the school enrolment of lands that had been organized into school districts. The following table is an effort to determine if this condition exists in any of those municipalities listed in Table III.

TABLE IV

Municipality or County	Corresponding School Division(s)	Number of School Districts with less than 5 pupils
Newell	Newell	4
Burlington	Foremost	24
Bow Island	Foremost, Medicine Hat	20
Warner	Foremost, Lethbridge	5
Eureka	Taber	3
Turner Valley	Foothills, Calgary, Macleod	2
Waterloo	Olds, Rocky Mountain House	0
Athabasca	Athabasca, Lac La Biche	3
Smoky River	High Prairie, Peace River	0
		61

In the Burlington and Bow Island Municipalities not only are there large amounts of unorganized territory but there are also many school districts of extremely low enrolment. It seems logical to conclude that a significant percentage of the school lands is similar in terms of population to that which is classified as unorganized territory.

In the other rural municipalities listed in Tables III and IV the limited number of school districts of low enrolment suggests that they have not been subjected to a population reduction similar to that

noted in Burlington and Bow Island. Their unorganized territory has, it would appear, always been sparsely populated and is either undeveloped country or ranch land. The former is most likely the case in Waterloo, Smoky River and Athabasca while the latter is more characteristic of Newell, Burlington, Bow Island, Warner, Eureka and Turner Valley.

Should these unorganized territories be included in school districts? If so, should it be done both within and without municipalities?

Insofar as the unorganized territory in frontier improvement districts is concerned the present arrangements seem sound. As the country grows in population new lands are opened up for settlement and as the need arises new school districts are formed. Until this development occurs the Province assumes educational responsibilities in the improvement district. It does seem logical, however, that these unorganized territories bear an educational tax and that this tax should bear a more practical relationship to school costs than did the original three mill rate which was abolished in 1954.

In the municipalities and counties the elimination of the unorganized territory would make boundaries more nearly co-terminous and would be another move toward a common school rate throughout the entire municipal district or county. While there are arguments against this step the weight of the evidence favors such inclusion. For instance, there is an inequitable situation today wherever unorganized

territory exists in conjunction with school districts that lack school population. One would hardly recommend that school districts be organized and disorganized with the fluctuation of school population, yet, unless some such policy is followed, the basic principle behind local school taxation is being violated. School districts are formed to meet an immediate need which is defined by The School Act in terms of residents and children of school age. (See The School Act, 1952, Section 51). As the school population dwindles below the requirement and the school district remains it seems that school taxation is based more on the general assumption that all land should bear school taxation rather than on the "immediate need" principle. If this be so it seems logical that all municipal and county lands should be included in school districts and contribute toward the school costs of their area. Arguments to the contrary will be based on the premise that the unorganized territory cannot assume the full brunt of school and municipal taxation. The answer to this question lies in an equitable assessment for the municipality.

(6) Provincial Equalization Grants.

(a) School

It is recommended that: (1) the principle of equalization be embodied in the Provincial school building assistance plan and (2) the present system of school aid be examined to determine if it ensures a reasonable level of education without recourse to excessive local taxation.

While school costs were a frequent topic of discussion at the Commission's hearings, it was usually the opinion of both trustees and councillors that the general framework of the school grant system was good as it recognized the need and the ability to pay of the different districts. There were, however, instances in which complaints were sufficiently general in character to warrant consideration in this report. Poorer district or districts which would become poorer if the Commission's proposals were accepted were most outspoken on matters relating to school grants.

In this regard it was brought out that the present building assistance is on a matching basis and does not take into consideration the ability to pay of a school unit. As a result those districts with low economic resources have difficulty in providing adequate buildings, and if they provide them, it results in a heavy bonded indebtedness which naturally leads to higher taxes*. It is the Commission's opinion that inequalities existing amongst school units in ability to pay for new buildings are just as significant as those inequalities in ability to pay for operational costs and should be subject to a form of equalization aid.

* - In the proposed co-terminous units the ability to pay varies from $30,380 to $318,000 per classroom unit. With a matching grant scheme, the poor district must make ten times the effort of the richer unit to provide comparable buildings.

The experience of the Commission also indicated that this "ability to pay" factor could not be overlooked when proposing a workable school unit. In one instance a plan for a co-terminous area was discarded partly because of its adverse effect upon the local tax rate. In this case, calculations showed that despite the equalizing effect of the provincial school grants, the requisition rate would be raised from 28 mills to 37 mills if no reduction in the educational program was introduced. The significance of the Commission's concern may be emphasized by noting that the requisition rate of the division in question rose to 40 mills in 1954. Although the "Grant Regulations" (1954) were revised in order to assist low assessment areas, the Commission observed that subsequently another division opposed changes in its boundaries for a similar reason, viz., a reduction in the ability to pay would result in higher taxes as the equalization grant would not offset the loss of relatively high assessment.

Even though these divisions are low in ability to pay and it is entirely unlikely that they are offering more than a modest educational program no attempt is being made to offer these two examples as conclusive proof that the present system of school aid does not ensure a defensible level of instruction at reasonable cost to the ratepayers. Nevertheless the Commission is of the opinion that there is enough evidence to justify an enquiry into the adequacy of the present plan of school support with particular reference to areas of low ability to pay.

(b) Municipal

It is recommended that a revision of The Municipal Assistance Act grants be made to give a greater share of grants to those municipal districts and counties with a poor ability to pay.

One of the criteria used in recommending co-terminous areas was the factor of ability to pay both for municipal and school purposes. The Commission realized that due to differences in Provincial grants to rural municipalities and school divisions that, in the same area, a school division would be enabled to function reasonably well, while a rural municipality could not provide necessary services without recourse to excessive taxation.

This difference became more accentuated in the so-called "fringe areas" and also on the borders thereto. The need for more substantial grants in the poorer municipal districts of the Province would seem to be desirable and became more and more evident to the Commission as they travelled throughout the Province observing local conditions and meeting the various Councils.

The Commission is fully cognizant of the generous assistance now given to all municipalities, but deems that there are inequalities in the distribution of the municipal assistance grants to individual municipal districts.

It would appear that this need could best be accomplished by a revision of the equalization grant under the provisions of The Municipal Assistance Act.

There are at least nine municipal districts in the Province that are barely able to provide a minimum of service to their rate-payers, even with mill rates that are much higher than the provincial average. Insofar as can be determined the councils in question are operating in as provident and efficient a manner as their resources will permit but their problem is lack of sufficient resources to meet the services required of a municipal district. In some cases it is questionable if the areas should have been given municipal local self-government, but the Commission feels that it would be a retrograde step to take away their local autonomy now, when a re-arrangement of the grant structure would enable them to function to provide reasonable service. Without the generous Provincial grants now given many of the municipalities could not function at all. However, as stated before, if the municipal districts with minimum resources of wealth from assessment of property were given greater assistance through a more equitable distribution of grants, it is the feeling of the Commission that they could carry on and provide the services required.

The attached schedule groups municipal districts as they existed in 1953 into four classifications based on total assessment per capita. Municipal districts in groups 1 and 2 are the lowest in the scale, municipal districts in group 3 are what may be considered as average in their ability to pay and municipal districts in group 4 are the highest in their ability to pay. All the municipal districts are not dealt with in the attached schedule as it was considered that the groups

used are representative and illustrate completely the subject matter.

The table is, we believe, self-explanatory, however, a few high-lights might be mentioned. Although the percentage of grants to total revenue of the poorest municipal districts is relatively high, still the mill rates in these two groups of municipal districts are much higher than those in groups 3 and 4 and very much greater than the provincial average of about 19.5 mills. Even with the high mill rates their record of performance as indicated in the last two columns of the table is generally much below normal.

An outstanding example of the inequalities of the Equalization Grant part of The Municipal Assistance Act is hereunder noted. The 1954 Equalization Grant to Municipal District "G" was $23,139.00, while Municipal District "C" received $21,719.00. The interesting point is that Municipal District "G" has a slightly higher ability to pay than Municipal District "C" but Municipal District "C" is almost nine times the size of the Municipal District which received the greater grant. If the proper conception of equalization were followed, it is obvious that Municipal District "C" should receive considerably more in equalization grants than the smaller Municipal District. An outstanding example of inequality in the total grant paid under the provisions of this Act might also be mentioned. County "A" with a per capita assessment of $2,650 and a land assessment per township of $219,800 received $97,217.00 in total grant in 1954, while County "B" with a per capita assessment of only $790 and a land assessment per township of only

MUNICIPAL DISTRICTS GROUPED ACCORDING TO PER CAPITA WEALTH SHOWING THE RELATIONSHIP BETWEEN PROVINCIAL GRANTS AND THE ABILITY TO PAY

MUNICIPAL DISTRICT	Total Assessment Per Capita	Population Per Township	% of 1953 Mun. Assist. Act Grants To Total Revenue	% of Total 1953 Prov. Govt. Grants To Total Revenue	1953 Municipal Mill Rates	Average Land Assessment Per Acre	Financial Position	Miles of Improved Roads Per 1,000 Population: Gravelled	Miles of Improved Roads Per 1,000 Population: Graded to 20' Standard
GROUP 1 - MUNICIPAL DISTRICTS WITH THE LOWEST PER CAPITA ASSESSMENT OF UNDER $500.00									
A	$ 460	115	23%	40%	42	$ 4.10	Bankrupt	70	80
B	497	270	18	32	30	6.32	Bankrupt	60	20
C	485	164	9	28	25	5.59	Poor	50	70
D	496	139	9	27	32	6.49	Poor	9	130
GROUP 2 - MUNICIPAL DISTRICTS WITH A PER CAPITA ASSESSMENT OF FROM 501 to $600.00									
E	$ 549	233	9	24%	29	$ 6.40	Fair	40	30
F	599	164	17	33	40	7.64	Poor	70	50
G	547	258	23	36	30	5.69	Poor	40	30
H	559	225	9	23	30	6.49	Poor	7	80
J	501	178	12	27	30	5.58	Poor	30	30
GROUP 3 - MUNICIPAL DISTRICTS WITH A MEDIAN AVERAGE ASSESSMENT PER CAPITA OF FROM $1,201 to $1,500									
K	$1,282	159	12	24%	16	$ 9.49	Fair	70	20
L	1,362	64	12	31	29	4.43	Fair	70	250
M	1,493	59	24	40	9	4.98	Good	70	260
N	1,487	232	9	19	21	14.64	Poor	100	50
O	1,202	243	9	19	17	12.88	Good	60	40
P	1,314	106	10	23	19.5	8.16	Good	100	90
R	1,232	268	7	17	28	13.44	Very Good	80	50
S	1,283	164	10	22	17	9.39	Good	100	8
T	1,201	314	10	23	20	15.73	Good	30	80
GROUP 4 - MUNICIPAL DISTRICTS WITH THE HIGHEST AVERAGE ASSESSMENT PER CAPITA OF OVER $2,000									
U	$2,667	111	14	26%	17	$13.41	Fair	160	110
V	2,359	154	12	22	17	15.99	Good	120	90
W	2,656	105	12	24	17	12.58	Good	80	140
X	2,461	177	11	19	14	9.27	Good	80	20
Y	2,122	118	12	22	17	10.27	Good	120	100
Z	2,222	453	12	20	11	19.70	Good	60	30
AVERAGES FOR ALL MUNICIPAL DISTRICTS - 1953									
	$1,221	198	10%	22%	19.5	$ 9.45		60	60

Mills (Municipal)	No. of M. D.'s
10 & under	1
11 - 20	28
21 - 30	21
31 - 40	2
Over 40	1

$117,800 received $67,618.00 in grant. The physical size of the two counties is about the same.

This example illustrates the fact that the present system of distribution of grants under the provisions of The Municipal Assistance Act is basically unfair because the greater part of the grant is distributed according to wealth. That is, the greater the ability to pay, the more grant received.

It is interesting to note also, that the counties in question received almost the same Equalization Grant, despite the tremendous difference in their respective abilities to pay.

An analysis of the table indicates a need for a re-arrangement of grants to provide a greater measure of assistance to the poorer municipal districts. The table also indicates inequalities in the distribution of grants to individual municipal districts within each group.

(7) Improvement Districts.

The Commission recommends that the following be given due consideration when an improvement district is formed into or included with a municipal district.

1. The payment of a Capital Expenditure Grant to assist the local governing body in procuring the equipment required to serve the territory.

2. The adoption of measures that would bring the main district highways of the improvement district up to a reasonable standard.

3. The adoption of a more adequate system of equalization grants to municipal districts.

In its terms of reference the Commission was given the authority to recommend the inclusion of any part or parts of improvement districts into municipal districts. However, where this inclusion was suggested there was frequently an immediate protest from the ratepayers of the improvement district and on the other hand there was often a protest from the ratepayers of the municipal district involved.

The most common arguments presented by the ratepayers of the improvement districts were:

(a) Their municipal tax rate would be higher if they were placed under municipal district administration than it would be under the improvement district type of administration.

(b) They would receive better value for their tax dollar under the improvement district than they would if governed by a municipal district council.

The municipal councillors invariably presented the following arguments in opposition to having improvement district lands added to their municipal district:

(a) The road system in the improvement district had not reached the same degree of development as their own and the cost of bringing these roads up to their standard would place a heavy tax burden on the ratepayers of the municipal district.

(b) The municipality must raise its taxes in order to purchase

more machinery to serve this additional territory. Furthermore they object to this added expense because the improvement district, having always contracted for its work, brings no road machinery to this new amalgamation.

The type of service and the form of government provided in an improvement district was designed for pioneer districts or areas which cannot support people in sufficient numbers to make municipal government practical. As the Commission held its hearings throughout the Province it became concerned with the fact that there seemed to be a growing tendency for people to want to remain in improvement district and not accept the responsibilities and benefits of full local government even though the pioneering stage was obviously over and the land had demonstrated an ability to support a normal population. It is for this reason that the Commission has made suggestions designed to provide for an orderly movement of territory from improvement district into municipal district.

Conclusion.

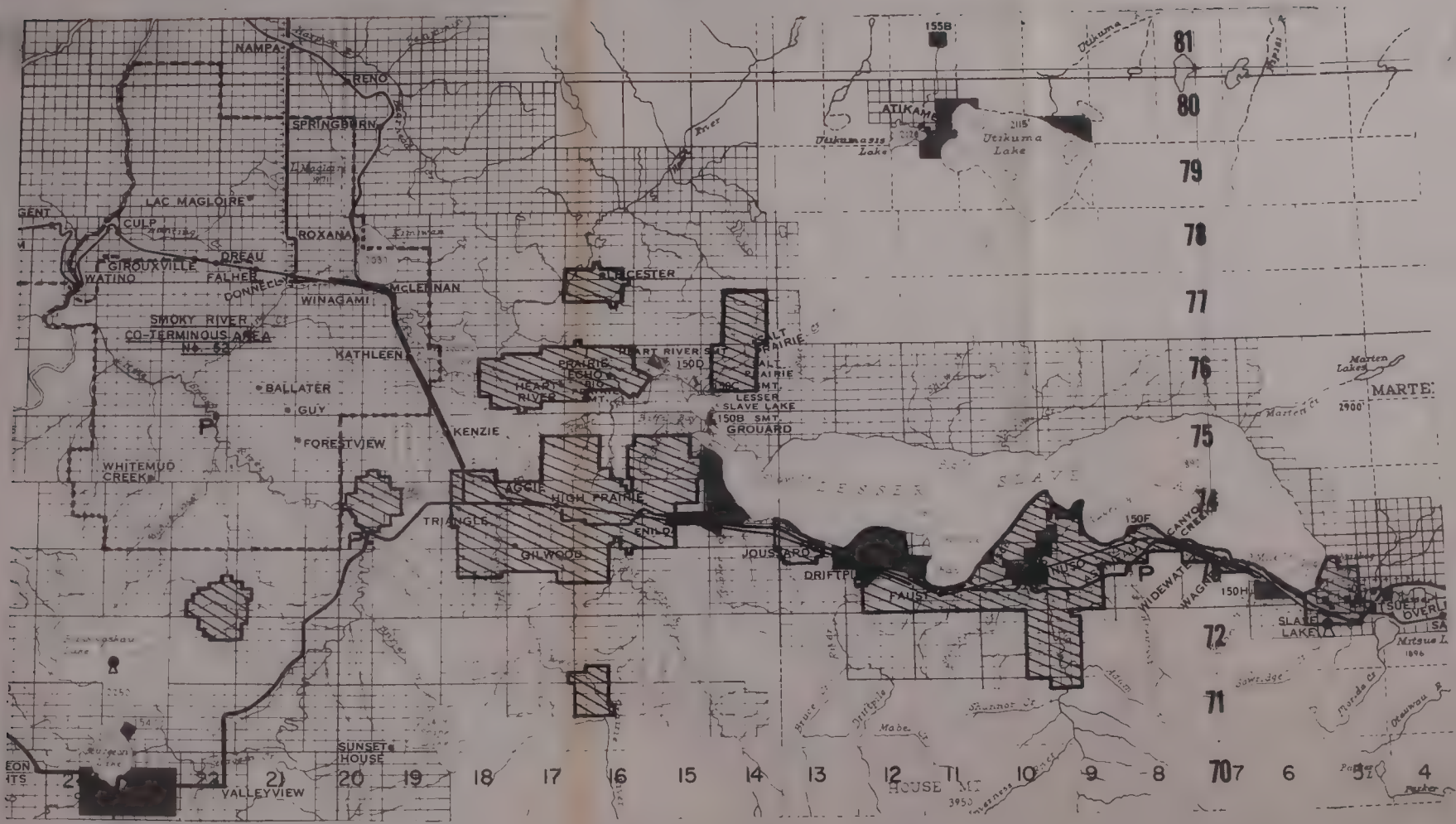
Clause 6 of the "Terms of Reference" states: "Any other matter relevant to the establishment of co-terminous boundaries".

In this connection all of the General Recommendations have a bearing on the establishment of good co-terminous units.

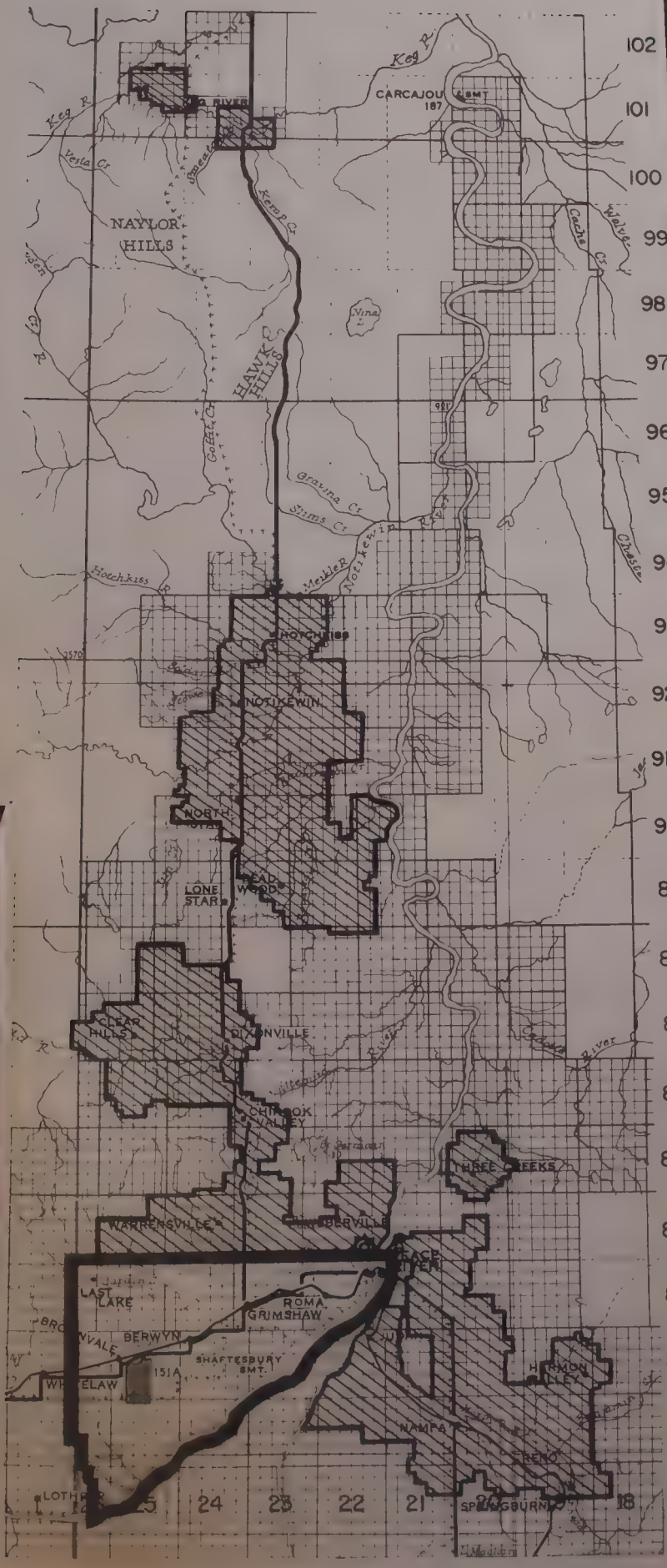
Co-terminous units recommended form a large portion of the settled areas of the Province but as further development takes place it will be necessary to establish others and the carrying out of these General Recommendations will greatly assist in this work and thus extend complete local government in the Province.

In conclusion, the Commission thanks every Reeve and Municipal Councillor and every Chairman and School Trustee throughout the Province for their assistance and co-operation. Without this it would not have been possible to carry on nor would the work have been so agreeable.

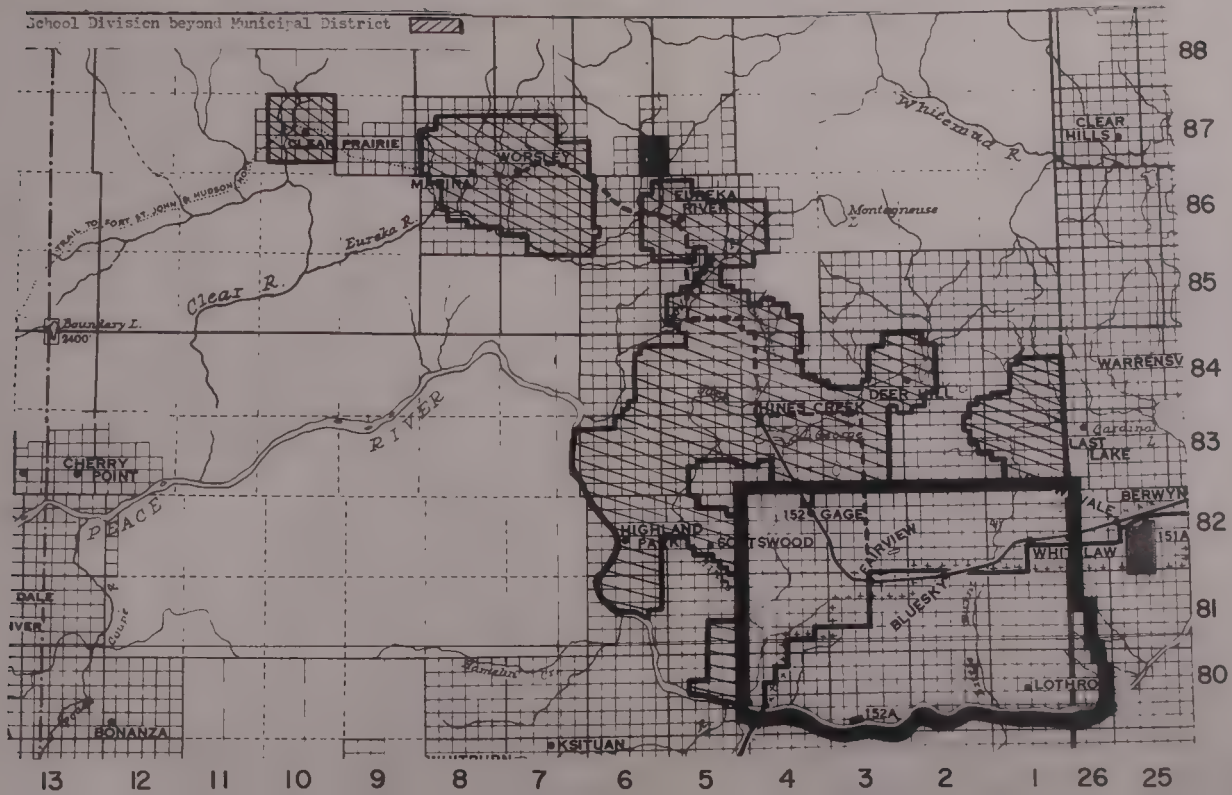
HIGH-PRAIRIE AREA No. 47



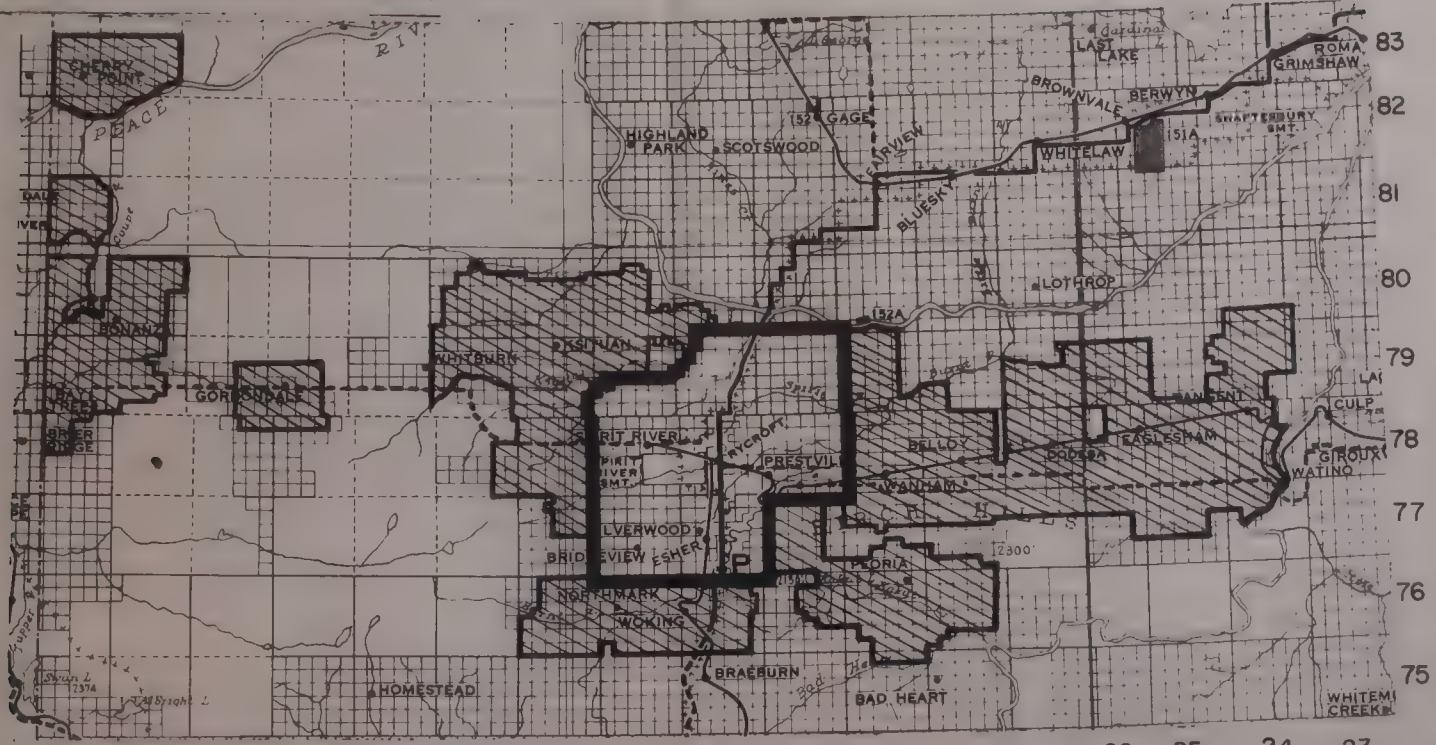
Peace River Area No. 48



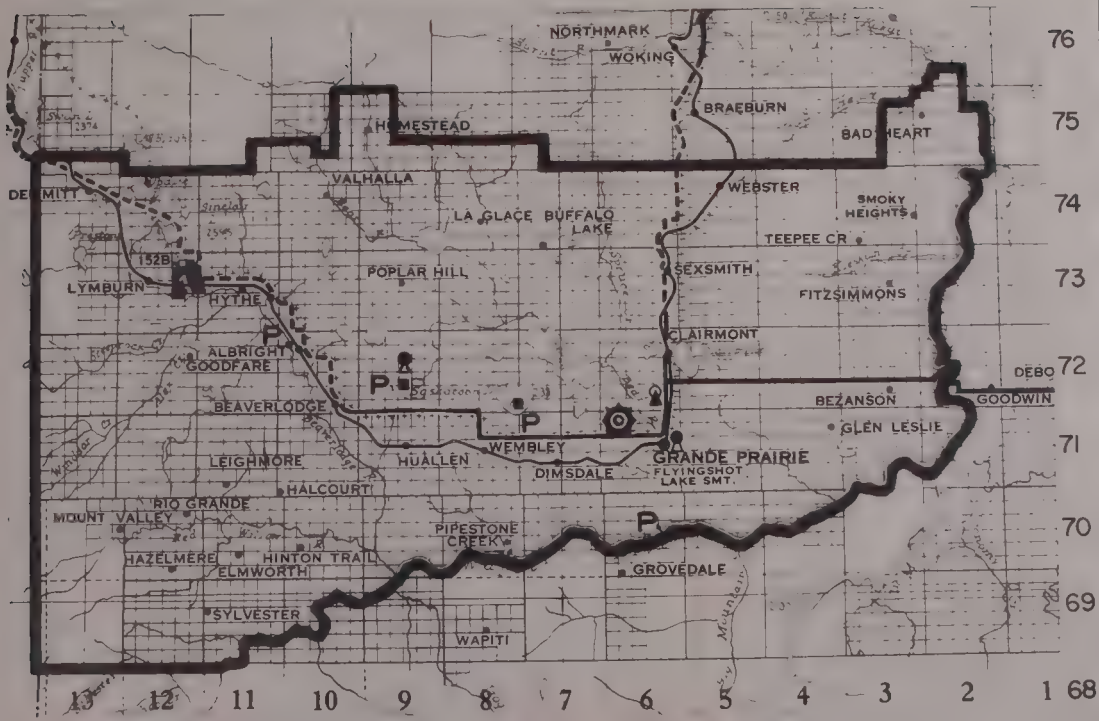
Fairview Area No. 49



School Div. ... Spirit River Area No. 50

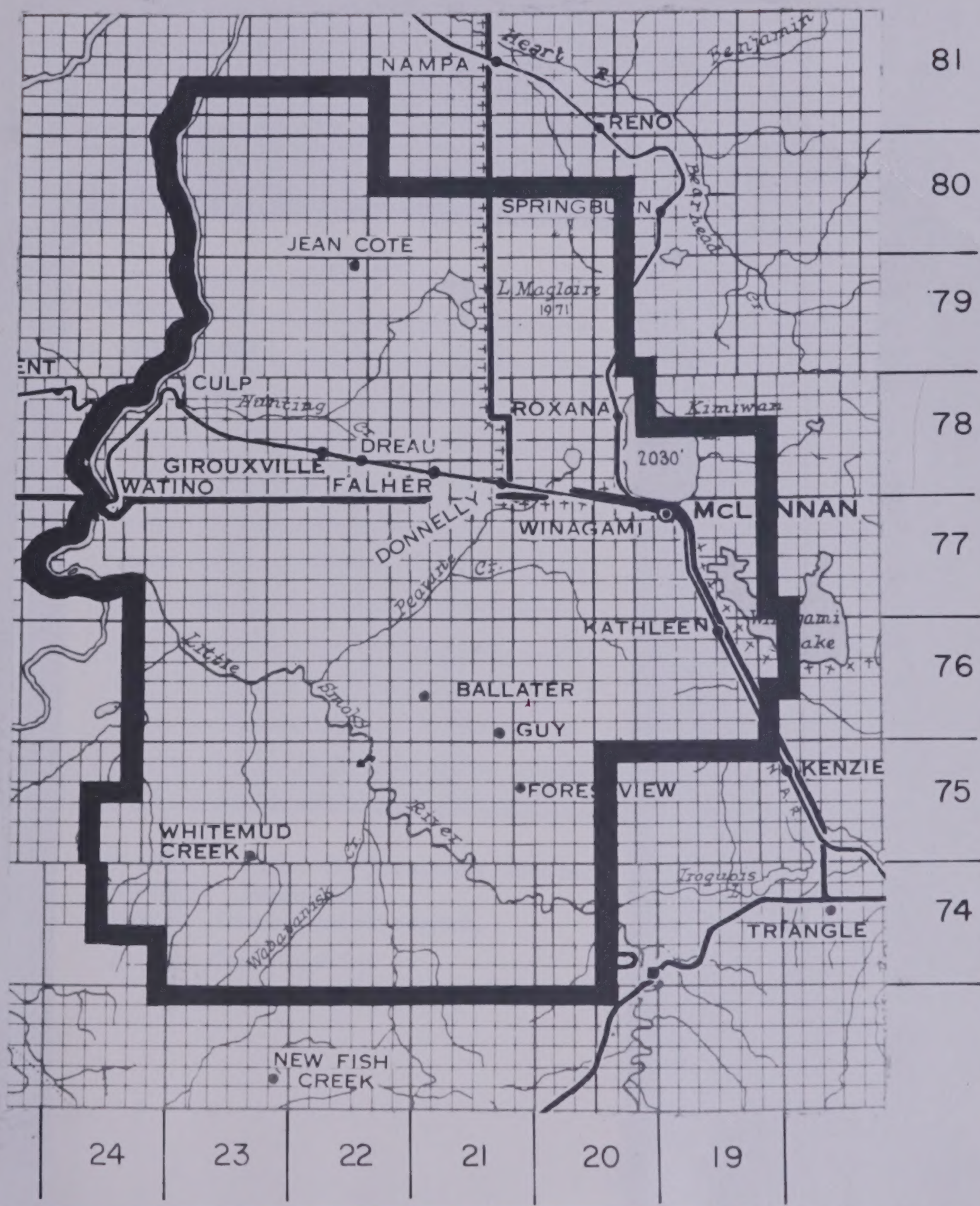


Grande Prairie Area No. 51



SMOKY RIVER CO-TERMINOUS AREA No.52

6



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